

AN ADVISORY SERVICES PANEL REPORT

Central Beach Fort Lauderdale, Florida



Urban Land
Institute

Central Beach Fort Lauderdale, Florida

A Redevelopment Vision and Strategy

November 10–15, 2002
An Advisory Services Panel Report

ULI—the Urban Land Institute
1025 Thomas Jefferson Street, N.W.
Suite 500 West
Washington, D.C. 20007-5201

About ULI—the Urban Land Institute

ULI—the Urban Land Institute is a non-profit research and education organization that promotes responsible leadership in the use of land in order to enhance the total environment.

The Institute maintains a membership representing a broad spectrum of interests and sponsors a wide variety of educational programs and forums to encourage an open exchange of ideas and sharing of experience. ULI initiates research that anticipates emerging land use trends and issues and proposes creative solutions based on that research; provides advisory services; and publishes a wide variety of materials to disseminate information on land use and development.

Established in 1936, the Institute today has more than 17,000 members and associates from 60 countries, representing the entire spectrum of the land use and development disciplines. Professionals rep-

resented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of America's most respected and widely quoted sources of objective information on urban planning, growth, and development.

This Advisory Services panel report is intended to further the objectives of the Institute and to make authoritative information generally available to those seeking knowledge in the field of urban land use.

Richard M. Rosan
President

©2003 by ULI—the Urban Land Institute
1025 Thomas Jefferson Street, N.W.
Suite 500 West
Washington, D.C. 20007-5201

All rights reserved. Reproduction or use of the whole or any part of the contents without written permission of the copyright holder is prohibited.

ULI Catalog Number: ASF052

Cover photo ©James Dunn, Dunn's Aerial Photography, Inc., West Palm Beach, Florida.

About ULI Advisory Services

The goal of ULI's Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI panel teams are interdisciplinary and typically include several developers, a landscape architect, a planner, a market analyst, a finance expert, and others with the niche expertise needed to address a given project. ULI teams provide a holistic look at development problems. Each panel is chaired by a respected ULI member with previous panel experience.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day of hour-long interviews of typically 50 to 75 key community representatives; and two days of formulating recommendations. Many long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, partic-

ipants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academicians, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

ULI Program Staff

Rachelle L. Levitt
Senior Vice President, Policy and Practice

Mary Beth Corrigan
Vice President, Advisory Services

Nancy Zivitz Sussman
Senior Associate, Advisory Services

Meghan Welsch
Associate, Advisory Services

Jason Bell
Panel Coordinator, Advisory Services

Robin Guyse
Administrative Assistant

Nancy H. Stewart
Director, Book Program

Julie D. Stern
Manuscript Editor

Betsy VanBuskirk
Art Director

Martha Loomis
Desktop Publishing Specialist/Graphics

Kim Rusch
Graphics

Diann Stanley-Austin
Director, Publishing Operations

Acknowledgments

The ULI Advisory Services program staff and panel members extend special thanks for initiating this panel to Mayor Jim Nangle and the Fort Lauderdale City Commission, together with the Beach Redevelopment Advisory Board (BRAB) and Floyd Johnson, city manager. These public entities formed a public/private partnership with numerous private sector contributors and supporters, who acted as cosponsors for this study, which considers development opportunities for the Central Beach area of the city. A list of these contributors and supporters appears in Appendix A. Cindi Hutchinson, vice mayor, and Tim Smith, District 2 commissioner, provided guidance and support for the panel, as did John Amodeo, chairman of the BRAB, and other BRAB members.

Further thanks are extended to Chuck Adams, the city's manager of beach redevelopment, who served as the liaison between the sponsors and project staff from Florida Atlantic University (FAU). Frank Schnidman, senior fellow with the Center for Urban and Environmental Solutions at FAU, led the FAU team that prepared the ULI Advisory Services panel application, assembled the briefing materials, and identified stakeholders in the community. In this way, the staff from the Catanese Center and the Florida Institute of Government at FAU played a significant role in the panel process. Of particular note is the effort by Sarah Shannon, director of the Florida Institute of Government, who provided further support and assistance to the panel.

Other public officials, representing all city agencies potentially involved in the redevelopment effort, offered their time and expertise. The panel appreciated the information rendered by Chris Wren—who was in the process of leaving the position of manager of comprehensive planning to become executive director of the Downtown Development Authority (DDA)—and Chris Barton, the city's principal planner.

There was widespread interest among the city's stakeholders. The panel is indebted to the more than 70 community residents, government and business leaders, property owners, and members of the design and legal community who offered unique and valuable insights during the interview process. As a group, they serve as a major asset in advancing the interests of the city. The individual perspectives gained from these interviews were crucial to the success of the panel's efforts.

The panel hopes that the community will continue to work with and support initiatives put forth by the city and champion a vision for the Central Beach area of Fort Lauderdale. The public and private sectors' working together to formulate a plan of action will, the panel hopes, result in a revitalization and redevelopment plan that will benefit all segments of the community.

Contents

ULI Panel and Project Staff	6
Foreword: The Panel’s Assignment	7
Overview and Summary of Recommendations	9
Market Potential	12
Planning and Design	20
Development Strategies	36
Implementation	45
Conclusions	51
About the Panel	53
Appendix A: Sponsors and Cosponsors	58
Appendix B: Public Officials	59

ULI Panel and Project Staff

Panel Chair

William H. Hudnut III
Senior Fellow and Joseph C. Canizaro Chair
for Public Policy
Urban Land Institute
Washington, D.C.

Panel Members

David C. Biggs
Economic Development Director
City of Huntington Beach
Huntington Beach, California

Donald J. Bredberg
Chief Executive Officer
Adventure Studios, Inc.
Burbank, California

Michael R. (Mike) Buchanan
Former Managing Director (Retired)
Bank of America Real Estate Banking Group
Atlanta, Georgia

Barbara Faga
Chair of the Board
EDAW
Atlanta, Georgia

Marshall Kramer
Senior Vice President
Walker Parking Consultants
Elgin, Illinois

W. Thomas Lavash
Senior Associate
Economics Research Associates
Washington, D.C.

David Malmuth
Managing Partner
Malmuth Ventures, LLC
San Diego, California

Mark Papa
Vice President
Lee Associates
Washington, D.C.

Thomas J. Storrs
Design Principal
HNTB Corporation
Washington, D.C.

F. Ross Tilghman
Principal
TDA, Inc.
Seattle, Washington

ULI Project Director

Nancy Zivitz Sussman
Senior Associate, Advisory Services

ULI On-Site Coordinator

Jason Bell
Panel Coordinator, Advisory Services

Foreword: The Panel's Assignment

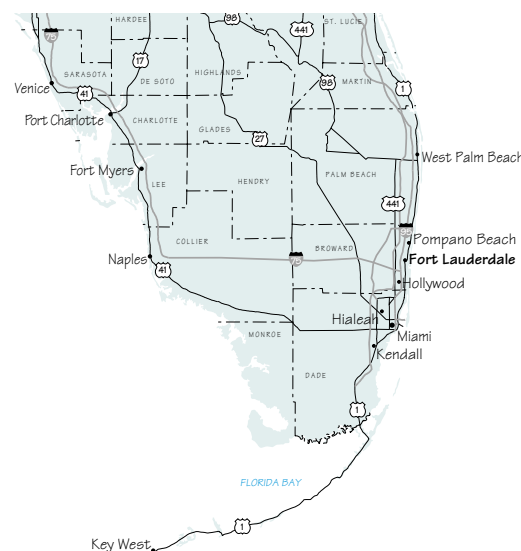
In 1988, ULI conducted an Advisory Services panel study for the city of Fort Lauderdale that focused on a 33-acre area of Central Beach that was severely blighted. That area is zoned and described in the Unified Land Development Regulations as the Planned Resort Development District. It is part of the adopted Community Re-development Area (CRA), which consists of approximately 125 acres, as shown in the illustration on page 10. The Central Beach Regional Activity Center (RAC) is one of two designated land use areas in the comprehensive plan, the other being the Downtown RAC. The 125-acre CRA falls within the 425-acre Central Beach RAC.

In June 2002, ULI once again was commissioned to study the beach area. This panel met during November 2002 to consider redevelopment opportunities for the entire Central Beach area, as well as additional acreage adjacent to it. The 455-acre study area includes the 425-acre Central Beach RAC, the 125-acre CRA, and the 33-acre core redevelopment area studied by the 1988 ULI panel. It generally consists of the land between the Atlantic Ocean and the Intracoastal Waterway, and between Sunrise Boulevard at the north and Harbor Drive South/Holiday Drive at the south. Where appropriate, the panel also looked at approaches to the barrier island from the mainland, which include the 17th Street Causeway approach as well as Las Olas Boulevard and Sunrise Boulevard.

The sponsors asked the new ULI panel to recommend a conceptual plan that would define a vision for the redevelopment of Central Beach and provide a strategy for the city and the community to follow as they continue to pursue improvements in the area. To help the city achieve its public policy goals and objectives, the panel also was asked to evaluate the goals and objectives stated in the 1988 Central Beach Revitalization Plan and the 1989 Beach Redevelopment Plan, as well as pro-



Location map.



Vicinity map.



Panelists gathered at the public marina near the site for Palazzo Las Olas include—from left to right—Marshall Kramer, Bill Hudnut, Mark Papas, Mike Buchanan, Don Bredberg, David Malmuth, Tom Lavash, Ross Tilghman, Barbara Faga, David Biggs, and Tom Storrs.

grams established for the CRA and for Central Beach.

The city asked the panel to respond to the following two basic questions: “Are we moving in the right direction? Are we on track or off track with our thinking about the appropriate scale and diversity of uses for the 455 acres located on the barrier island that is the Central Beach community of Fort Lauderdale?”

This panel report contains the panel’s findings and recommendations, which it formulated at the end of an intense week on site that included a tour of the study area during which the panel paid special attention to strategic properties; a day of interviews with more than 70 stakeholders; and a detailed briefing by public officials, city staff, and consultants working for the city.

The panelists worked in four teams—exploring market analysis, planning and design, development strategies, and implementation—to reach a consensus on recommendations for the redevelopment of Central Beach. It estimated projected market conditions to determine potential future land uses; analyzed existing zoning designations and proposed adjustments to them, including titles, purposes, and locations, to better coincide with the panel’s proposed thematic planning districts; described 14 project initiatives—located throughout the study area—as potential catalysts for economic development in the area; and supported these initiatives with proposed transportation and parking strategies. Finally, the panel recommended a time line and proposed actions to be taken over the next five years.

Overview and Summary of Recommendations

How should the city proceed? The panel answers the city's fundamental question—are we moving in the right direction?—with a qualified “yes.” The panel's response is qualified because it believes that while the city already is moving along the path toward redevelopment, it could be doing so in a more productive fashion.

The panel sees two possible futures for Central Beach. The first is a future of “benign neglect,” that is, letting things move along as is and waiting to see what happens while enjoying the status quo; studying, discussing, and arguing about confusing signals coming from different segments of the community; micromanaging the present, as it were, without really managing the future; and voting for or against proposals as the pressures of the moment dictate. The second is a future of “affirmative attention,” that is, making a concerted effort to articulate and realize a vision for this area; abiding by rules and regulations rather than making exceptions and allowing subjective judgments to come into play; championing the cause of the vision with courage and decisiveness; and remembering that if all possible objections to a project had to be removed before it could begin, nothing would ever be accomplished, and one would remain “stuck in sand” forever.

The panel believes that choosing this second future, with its implications for proactive rather than reactive action, is the wiser path to travel. But taking this “higher road” will require commitment to an overall vision for the study area. The panel suggests that that vision be “a resort community with a beach lifestyle.” Central Beach should be redeveloped as a resort community that offers an attractive destination for tourists without destroying a blended balance of residential and hospitality development and redevelopment, coupled with appropriate retail development to create an environment of casual sophistication. Such a vision

builds on the considerable assets already in place: the miles of Atlantic Ocean beaches, the Intra-coastal Waterway, the pedestrian-friendly scale of most of the existing development, the proximity to downtown and Las Olas Boulevard, and major annual events like the Fort Lauderdale International Boat Show and the Air and Sea Show.

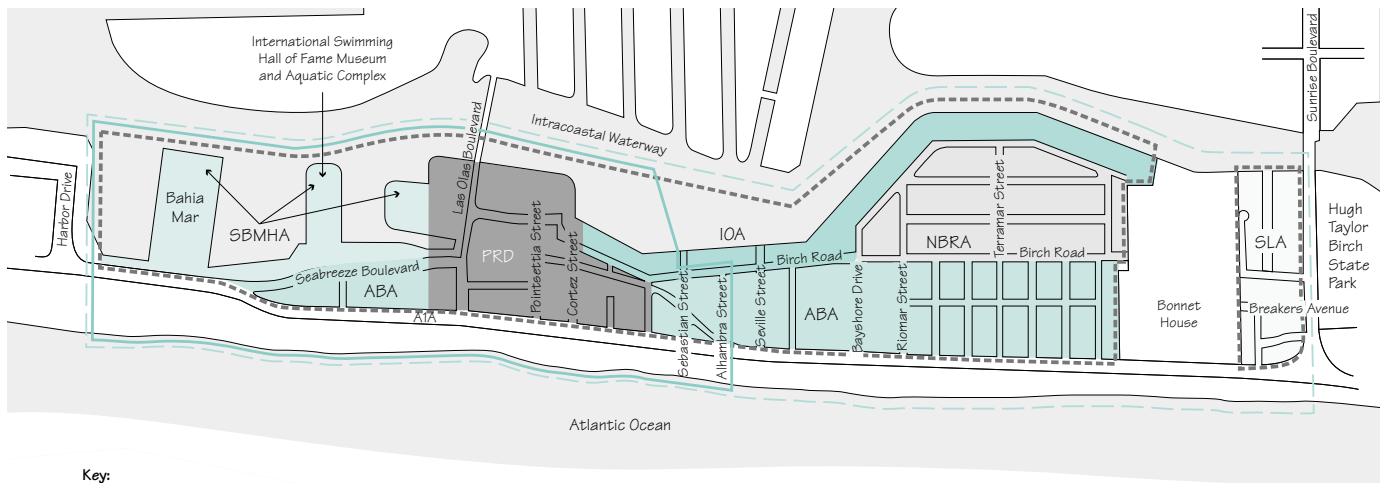
Together, these assets contribute to a substantial tax base that could include:

- Inns, traditional hotels, condominium hotels, and motels, all catering to tourists (primarily families) and convention goers;
- For-sale housing, including single-family houses and condominiums for retired people, working singles, and couples without children;
- Rental apartments, condominiums, and time-share/vacation ownership units;
- Retail development oriented to tourists, conventioners, and residents, ranging from neighborhood-serving convenience stores to fine dining and shopping establishments;
- Recreational facilities oriented to water and beach activities; and
- Outdoor and indoor entertainment.

Certain land uses should be excluded from this area, particularly industrial uses—with the exception of those that serve boating and recreational interests—and schools and hospitals. Only marine- and community service-related office space (such as real estate and health care clinics) should be located in Central Beach.

Initial Observations

The panel believes that the following three observations will help the city achieve this vision. First, the city needs to adopt an updated master plan



The study area.

with appropriate design guidelines for qualitative, not quantitative, development. The plan should blend hotel, retail, marina, entertainment, residential, public space, and transportation networks into a coherent whole. The city should adhere to this plan in order to provide developers with clarity and consistency. The panel suggests that the plan for Central Beach be developed in concert with the planning efforts currently underway for the downtown.

The panel strongly recommends that beach stakeholders be involved in the development of this master plan. An expansion of the Community Redevelopment Area (CRA) to include the entire study area does not appear to be politically supportable at this time. But the panel believes that it will be possible to identify a good number of catalytic initiatives that will trigger appropriate development in Central Beach, including a more clearly defined and understandable plan review and approval process for proposed development.

Second, the panel stresses the importance of phasing. What should be done in the short term, and what must be done over the long term? What steps can be taken now? What needs to be set aside until later? There is no magic bullet that will turn everything around, or accomplish all plans in an instant. Retail and entertainment development follow rooftops, so the plan must focus on attracting new tourists and residents to the study area. The panel determined that the market exists to attract these visitors, whether they stay for one night, 60 days,

or a year. To make the beach a magnet, recreation and retail facilities have to be upgraded, the public realm and green space have to be enhanced, big projects already on the drawing board should be advanced, a commitment to reasonable historic preservation should be made, and transportation and parking must be improved.

Third, the panel believes that leaders must step forward to champion the cause of beach development and redevelopment. This cause must be a high priority and it must have the necessary support. Central Beach should not be looked upon as an orphan. Leadership is a job, not a position. It creates positive change. The community has many elected officials, staff members, citizens involved in community-based organizations, and consultants, all of whom can become champions for the vision and the improvements required to make it happen. Without leadership, any community will falter and progress will not be achieved.

Recommendations

The panel encourages the city of Fort Lauderdale to focus on its market potential. Central Beach's already strong economic base can be expanded with tourism and marine-related economic engines. Street-level retail establishments should be upgraded and the physical appearance of the area's buildings and streetscape improved to help encourage visitors to extend their stays. Historic properties should be revitalized and woven into the fabric of the community. More moderately priced family housing should be developed and a wide array of activities for families should be offered.

Thematic Planning Districts

Central Beach should be planned according to five thematic planning districts based on each district's distinctive characteristics: a Marina District, a Beach Entertainment District, a Mid-Beach District, a North Beach Community District, and a Sunrise Lane District. To support this recommendation, the panel proposes that the city's existing zoning districts be modified and realigned to better correspond to the proposed thematic planning districts. (For details, see the "Planning and Design" section of this report.)

The panel also supports the implementation of the transportation network originally proposed by the 1988 ULI panel. This "four-plus-two" network would consist of four lanes of two-way traffic on Seabreeze Boulevard (currently southbound A1A) and two lanes of two-way traffic on Fort Lauderdale Beach Boulevard (currently northbound A1A within the CRA). Implementation of this network should be done in tandem with the enforcement of guidelines to create a pedestrian-friendly environment. Improvements for vehicular, bicycle, and pedestrian circulation should be made together with the addition of a beachfront circulator (shuttle). A parking authority should be established and parking facilities located at six scattered sites identified by the panel, including the four public properties that the city has designated for parking. A range of beachfront facilities for visitors also should be developed. (For details, see the "Transportation" and "Parking" sections within the "Planning and Design" section.)

Components of an Updated Master Plan

The entire Central Beach area should be revitalized and redeveloped to complement, not compete with, the Las Olas retail strip and the downtown. Central Beach should provide a mix of land uses that foster family activities and recreation while also offering opportunities for the expansion of tourist-related facilities and activities. The intersection of A1A and Las Olas Boulevard is the area's "100 percent corner" and the core of the proposed Beach Entertainment District. This location affords the opportunity for a major design statement. The district could be enlivened by the addition of a variety of programmed, family-oriented activities with, perhaps, a concert stage and public market.

The panel recommends building on the 14 catalytic design initiatives identified to create a top-quality experience for tourists and other visitors and residents alike. (See the "Development Strategies" section.) In order to establish a regulatory environment that will encourage development, the city must make the development approval process more open and predictable. It should enact a planned unit development (PUD) ordinance. Independent design reviews, perhaps by outside designers, should be conducted and new projects should be brought before the public in a "Main Street storefront setting," perhaps along A1A.

The Need for Leadership

There seems to be a sense of urgency among community leaders to move forward with Central Beach development. There is also a need for strong leadership empowered by senior political officials: a person who can build coalitions. Development is going to happen, and the city seems to have lost control. Given these circumstances, the panel believes that a champion should be designated for Central Beach. The community must begin to think positively about the beach. The panel describes this process as "affirmative attention." Workable compromises on contentious issues must be found.

A commitment of greater public investment is required to foster and leverage private investment. That, together with strong leadership, will build confidence within the development community. Activity is vital to create the perception of growth. Special events should be expanded and new development projects should follow a phasing plan. (See the "Implementation" section.)

In summary, the panel's major recommendations include planning for Central Beach in terms of five thematic planning districts (with some revisions to existing zoning to enforce these conceptual plans); reconfiguring Seabreeze Boulevard and A1A into a four-plus-two, two-way alignment; establishing a parking authority and scattered parking facilities; and identifying a champion for Central Beach. An update of the master plan should focus on defining a vision for the area: a resort community with a beach lifestyle.

Market Potential

The panel examined Fort Lauderdale's economy and demographic characteristics and identified the drivers of demand for various types of real estate. It also considered current market conditions and trends across an array of land uses, including hotels and other lodging, residential, retail, and office uses.

Since the many stakeholders involved in the development approval process have different degrees of understanding of that process, the panel believes it is important for all stakeholders—citizens, public officials, planning staff, developers, brokers, and the like—to understand the due diligence that goes into specific projects. These key items are defined below and include marketability (that is, the amount of market support available for a project), financial feasibility, economic benefit, and fiscal impact.

Marketability is defined as the degree to which various factors (such as population expansion and employment growth) will drive demand for certain types of real estate, such as housing or office space. In other words, it determines how much of a market is available to support such uses. Financial feasibility, from a developer's perspective, is the capacity of a project to be financed. This capacity is determined by estimating an annual revenue stream in the form of rents and operating expenses to arrive at a builder's profit margin and the amount of annual income available for debt service.

Economic benefit is determined by an economic impact analysis, which measures the effects of specific market activity (such as new development) on an area's overall economy. Impacts include new residents, additional visitors and tourists, tax revenues, employment earnings, and retail spending. In all cases, the important measure is the net new impacts resulting from the development. That is, what does the development add to the jurisdiction's economy that would not

have occurred otherwise? This measure is especially useful to justify the use and cost of public incentives for private development. Economic benefits include both direct benefits—such as the number of construction and permanent jobs created by the new development and property tax revenues generated for the municipality—and indirect ones—like the additional retail spending generated by those households occupying new housing and tourists staying at new resort facilities.

Lastly, fiscal impact analysis allows the public sector to assess the difference between the costs of providing public services and the revenues generated by a specific project, or by development that may follow changes in public policy. These public costs include the operating expenses—such as salaries, supplies, and equipment—associated with providing ongoing services or maintaining the capacity to provide such services, such as fire protection, and the capital (typically one-time) costs associated with the construction of new facilities or infrastructure needed to ensure that the necessary levels of service are maintained. Revenues that help offset operating costs include source contributions such as property taxes and business license fees and intergovernmental transfers. In some jurisdictions, impact fees generated by a new project are dedicated to pay for the capital improvements required by it. Similarly, tax abatement arrangements or the presence of redevelopment project areas also may affect the revenue stream.

Setting the Context: Economic and Demographic Overview

In order to determine the market potential for a range of land uses in the study area, the panel examined demographic and economic conditions and trends across Broward County, the city of Fort Lauderdale and, where possible, in the Central

Beach Regional Activity Center (RAC) area. These trends are highlighted below.

Population and Households

In 2000, Broward County's population totaled 1.6 million, a 30 percent increase over 1990. Much of this population growth was focused in previously undeveloped portions of the county's western end, such as Weston and Pembroke Pines.

By comparison, the city of Fort Lauderdale's population increased by only 2 percent during the 1990s—from 149,400 in 1990 to 152,400 in 2000—which is indicative of the limited supply of developable land remaining in the city. More recently, however, the city annexed Melrose Park in 2001 and Riverland in 2002, which added between 12,000 and 15,000 new residents to the city, for a current population of approximately 167,000. Fort Lauderdale continues to draw newcomers while existing residents move from one residence to another within the city. Approximately 20 percent of the city's newcomers arrived from outside Broward County. Both trends reflect Fort Lauderdale's continuing attractiveness as a place to live as well as the ongoing economic expansion, which began during the boom years of the 1990s.

According to U.S. Census data, just under 2,700 people considered Central Beach (Census Tract 421) their permanent residence in 2000. This is less than 2 percent of the city's total population. The median age of Central Beach residents was 54.1 years. The development of the currently proposed or approved residential projects in Central Beach could add approximately 1,200 new residents. This may reinforce opportunities for supporting uses such as convenience and service retail.

Employment, Income, and Consumer Spending

The economy of south Florida has grown significantly over the past ten years and reflects a dynamic, diversified region. Following similar trends, the service sector represented the largest and most rapidly growing segment of the region's economy. This includes jobs in tourism as well as legal, engineering, financial, and business services.

According to the Florida Bureau of Labor Market Information, the metropolitan area (Broward

County) contained 702,000 jobs in 2001. This figure includes full-time jobs, based on state unemployment insurance contributions. It does not include another 130,000 or so part-time workers and self-employed people. Employment is concentrated in the service (32 percent), retail trade (22 percent), and government (21 percent) sectors, followed by manufacturing and finance/insurance/real estate (both 7 percent), construction and retail trade (6 percent), and transportation/public utilities (5 percent).

Employment growth is a key measure of the future demand for various types of real estate, including office, industrial, and retail space as well as housing units and hotel rooms. Based on employment forecasts prepared by Woods & Poole, a demographic forecasting firm based in Washington, D.C., the Fort Lauderdale metropolitan area is expected to add approximately 177,500 new jobs by 2010.

Per capita income in the city of Fort Lauderdale is almost \$31,000 per year, more than 25 percent higher than in the county as a whole. Roughly 10 percent of the city's households have incomes greater than \$150,000 per year, suggesting significant disposable income to support specialty retail such as that found on Los Olas Boulevard. Average annual household income in the metropolitan area is around \$67,000 per year and is forecast to grow to \$72,500 by 2010. Consumer retail spending in the Fort Lauderdale area is almost \$34,000 per year per household. This is expected to increase by more than 7 percent, after inflation, by 2010.

Economic Engines: Tourism- and Marine-Related Uses

Tourism continues to be a mainstay of the region's economy because it continues to reinvent itself. This includes major economic drivers, such as the restoration of historic areas like the Art Deco District of South Beach in Miami Beach. The panel believes that the area zoned as the North Beach Residential Area (NBRA)—which the panel reconfigures as the North Beach Community District—offers the strongest opportunity for historic preservation in the study area. The panel supports policy initiatives designed to encourage the preservation and restoration of the housing and

Hospitality Definitions

In order to facilitate its discussion of hospitality-related development, the panel offers definitions for the following terms, as used in this report:

- **Hotel.** A hotel is a traditional property with a single owner that provides rooms and/or suites for transient occupancy for one or more nights, plus a range of related amenities and services. This includes luxury, all-suite, and limited-service properties, most of which have been developed as a major hotel brand.
- **Condominium Hotel.** This hospitality product contains one- and/or two-bedroom units with kitchen facilities that are designated as condominiums, thus permitting the sale of individual units. These units' owner occupants typically spend a limited amount of time in them, and the units are rented as hotel suites for the balance of the year. Condominium hotels also offer hotel-like amenities and services.
- **Timeshare/Vacation Ownership Properties.** This type of property may include studio, one-bedroom, and/or two-bedroom units with full or limited kitchen facilities. Units are sold in increments of one week or more to individual buyers for owner occupancy or trade through a third party. Unsold or unused weeks typically are rented like hotel rooms. These properties offer hotel-like amenities but more limited services.
- **Hotel with Condominiums.** This is a full-service hotel with on-property residential condominiums. The condominiums are sold for seasonal or full-time residence, with hotel amenities and services available to the owners.

lodging stock. To some extent, this process is already underway—albeit in its infancy—in the form of restoration of smaller properties as bed and breakfast inns (B&Bs). The panel strongly believes that the city should support and reinforce this economic engine.

According to the Greater Fort Lauderdale Convention & Visitors Bureau (CVB), Broward County attracted approximately 7.8 million visitors in 2001 with an estimated annual economic impact of \$4.8 billion. This includes more than 1.6 million foreign tourists.

Broward County has a service-oriented economy, with a higher proportion of retail and service sector jobs and fewer manufacturing sector jobs than the state and the nation. This reflects, in part, the importance of tourism in the local economy. In fact, more than half of all jobs created during the 1990s were in service industries, a wide-ranging sector that includes lodging, engineering, finance, and professional services.

The marine industry also plays a significant role in the region's economy. This industry generates \$8.8 billion in annual economic impacts to south Florida and is a strong branding identity for the city. The Fort Lauderdale International Boat Show is an important contributor to the city's (and region's) economy; in fact, the 2002 boat show occupied more than 2.5 million square feet of exhibit space

at the convention center and attracted approximately 500,000 visitors to see the \$1.6 billion worth of boats, mega-yachts, and marine-related services and accessories on display. The panel understands that a key issue for the boat show is the very limited opportunities for expansion, given a dwindling supply of space available for additional marinas. The panel therefore urges the city to identify locations for future marina expansion.

Real Estate Market Conditions

The following section highlights current market conditions in the city's real estate market and outlines the panel's recommendations for Fort Lauderdale's Central Beach.

Hotel Market

For a number of reasons, including the opening of the new Westin Diplomat Resort & Spa in Hollywood—which added more than 1,000 rooms—as well as the softness in the tourism market following 9/11, and a lackluster economy, hotel occupancy rates for 2002 likely will be slightly lower than they were in 2001. According to the CVB, the average daily rate for all Broward County properties in 2001 was \$89.52, up from 2000 prices of \$86.26. Occupancy across the nearly 31,000 rooms, however, dropped from 70.1 percent in 2000 to 67.3 percent in 2001. The CVB and local hoteliers have responded by redirecting their marketing efforts away from international travelers and toward domestic visitors, particularly those who live within a day's drive, with good results.

On the downside, the recent opening of the luxury 1,060-room Westin Diplomat in Hollywood has taken some business away from the high end of the Fort Lauderdale beach market. While the overall market has shown small rate increases over the past five years (growing from \$80.74 to \$89.52), with occupancy hovering around 70 percent, several market niches appear to hold excellent upside potential for properties within the study area.

The Rainbow Alliance of 32 smaller properties has targeted the gay community and shown impressive gains in rates and occupancy. These hotels have closely coordinated their marketing efforts with those of the CVB. In particular, properties

that have undertaken significant renovation, such as the Royal Palms Resort and the Flamingo-Inn Amongst the Flowers, have achieved some of the highest rates in the market. Even those properties that have invested modest sums in renovation, such as those located along Orton Terrace, have seen a turnaround in operating results following a nearly ten-year period of decline. Importantly, customers at these properties typically have higher disposable incomes and tend to spend more on shopping, fine dining, and cultural activities than other tourists.

The panel also believes that moderately priced family hotels are a good market fit. Fort Lauderdale's strong suits—the beach, shopping, and easy access—match well with this audience. In 2001, only 21 percent of the area's visitors were part of a family group, suggesting there is room for significant upside growth in this market segment, and hoteliers have indeed reported that they would like to target this group. What is needed is a more coordinated effort among hotel owners and the city to create a family-friendly itinerary, including child-oriented activities such as programmed sports events and watercraft rentals on the beach.

Hotel Development Potential. While a number of hotel development projects—with a total of more than 1,600 rooms—are in the pipeline, no new hotel rooms have been built in the study area in the last ten years. (This excludes condominium hotel rooms and fractional ownership units, which are discussed below.) The total inventory of Central Beach-area hotel rooms is approximately 7,200. The 208 rooms at Marriott's BeachPlace Towers, completed in 1997, are timeshare units. For various reasons, the Gold Coast Hotel, the Saint Regis, the Capri, and others have been unable to start construction even with approvals in hand, and the existing Lauderdale Beach Hotel is in the process of being approved for a residential condominium project.

Near-term issues clearly make hotel development financing very difficult. Put simply, very little equity is available for new hotel development and lenders typically require 40 percent or more in equity to a fund a loan. However, the panel believes that issues specific to the study area also make



Above: The Atlantic Hotel Condominium will be developed for both hotel and condominium use, which will make it easier to finance than a traditional hotel. Plans for the project, which is to be built along A1A in the North Beach Community District, were approved in 1999. Left: The 24-story Saint Regis will offer spa facilities and residences. Although construction was scheduled to begin in 2001, the resort's developers have been unable to start construction. The site is located along A1A and Valencia Street near BeachPlace.

hotel development problematic. The costs of new construction, coupled with high land costs, make it very difficult to justify ground-up development in a highly seasonal, moderate-rate market. The uncertain timing of approvals also has made it difficult to attract developers. In addition, concerns exist regarding the near-term viability of five-star properties with an average daily rate above \$350. None of the proposed high-end properties are actually on the beach, nor can they boast great amenities outside their property boundaries.

In contrast, the panel is more optimistic about prospects for a more moderately priced product such as the Pelican Beach Hotel, which also benefits from a beachfront location. Rather than assuming that a high-rise hotel is the best redevelopment solution, property owners on A1A (Fort Lauderdale Beach Boulevard) might be better served by considering a restoration of their existing properties, particularly those that have some

Several residential and resort towers can be found along Fort Lauderdale's waterfront.



historic interest. The panel also believes that the addition of meeting space in existing and proposed properties would help balance seasonality.

Condominium Hotels and Fractional Ownership

A hybrid form of ownership, the condominium hotel, allows units to be sold on a fee simple basis in a project that meets the city code definition of a hotel and the state requirement that 75 percent of all units be available at any time for use by transient visitors. The need to raise equity for hotel development, which is highly problematic under current market conditions, is driving this trend because the residential component currently is easier to finance. This financing option for combined hotel and residential use, and the fundamentals of this real estate transaction, must remain viable for a development that still must work as a hotel, since residential uses are not permitted in the A1A Beachfront Area District.

Early market results—based on the performance of the Atlantic Hotel Condominium and the Capri, a hotel, timeshare, and retail complex—suggest that there is support for sales prices for these units ranging from \$350 to \$500 per square foot. These higher sales prices, relative to typical condominiums, are balanced by the smaller unit sizes typically desired by these buyers. What is unknown is how these properties will perform as hotels. Since the owners will be responsible for the properties' operating costs, they will be very sensitive to cash flow and may be less experienced in providing hotel-type amenities.

Fractional ownership—including timeshare and other variants—has not yet demonstrated market viability in the study area. The 208 Marriott Vaca-

tion Club units, completed in 1997, are 70 percent sold after five years. The panel could not determine whether this sales performance was the result of pricing, amenities, location, or some combination of these factors.

Office Market

Significant job growth during the 1990s in office-using sectors of the economy generated sizable demand for office space in Fort Lauderdale's key commercial locations. Broward County contains approximately 20 million square feet of office space. Major submarkets include the downtown and Cypress Creek, near the Fort Lauderdale–Hollywood International Airport. Across the county, office vacancy rates have increased during the past year as a result of factors noted below. According to the National Real Estate Index, the county's vacancy rate is around 15 percent. The highest vacancy rates were in the Hollywood and Southwest Broward markets.

Since 2001, approximately 2.4 million square feet of new office space has been built throughout the county. The downtown submarket includes 4.7 million square feet of office space, roughly 25 percent of the county's total office inventory. In late 2002, the opening of the Bank of America Plaza at Las Olas City Centre added 1.3 million square feet of new office space to the downtown stock. Downtown office vacancy rates currently are around 20 percent, reflecting a combination of new supply and tenant defaults in a weakened economy generated by the dot-com implosion, corporate downsizing, and job losses.

Beyond some marine-related office space and visitor services located at Bahia Mar, Central Beach is not considered a viable office market. Based on anecdotal information, the panel estimates that there are less than 100,000 square feet of office space in various locations across Central Beach, much of it concentrated at Bahia Mar.

Office Development Potential. Until the national and regional economies strengthen, with net job growth in office-using sectors, the continuing overhang of vacant office space likely will continue throughout Broward County. The panel supports the substantial public and private economic development efforts to focus commercial office develop-

ment in the central business district, thus reinforcing the downtown as the region's primary employment center. In addition, the panel believes that efforts to add cultural anchors such as the Broward Center for the Performing Arts, as well as new housing, will meet a key objective of creating a "living downtown" and strongly encourages these efforts.

In its economic development strategy, the city has appropriately identified the need for continued diversification of the tenant base, branding and marketing, and expanding ongoing efforts to attract corporate office tenants. The city also has rightfully acknowledged the importance of increasing the downtown's position as the region's primary employment center.

The panel understands that, with the exception of the North Beach Residential Area, the beach zoning districts allow only office space that serves tourist-related uses. In light of the current weak market conditions, the panel supports an expansion of office space to include marine-related uses. The panel learned anecdotally that demand for marine-related office space is strong, and recommends that opportunities to provide for such expansion be identified.

As in many mixed-use projects, other uses may generate sufficient demand to support professional and service-related office space consistent with current zoning regulations. The panel identified certain redevelopment sites—particularly those located near the "100 percent corner" of Las Olas Boulevard and A1A and/or adjacent to Bahia Mar—that should provide opportunities for professional/service and marine-related office space, respectively. Professional/service office space would meet the needs of the study area's growing residential market by providing offices for accountants, doctors, dentists, real estate agents, and other professional service firms oriented to serving residents. Marine-related office space for yacht financing, brokerage insurance, and the like proximate to Bahia Mar—a key demand generator for such space—also should be considered.

Retail Market

The Broward County retail market contains roughly 43 million square feet of retail space, or 26.5 square

feet per resident, which is above the national average of 17 square feet per capita and reflects the importance of tourist-related spending in the county. According to the National Real Estate Index, the county's retail vacancy rate stood at 11 percent at the end of 2001. This was the highest of the three counties that comprise south Florida (Miami-Dade, Palm Beach, and Broward), and has increased from 9.5 percent in 1999 as a result of new deliveries of retail space, particularly grocery-anchored community retail centers in growing areas at the western end of the county.

Total taxable retail spending by visitors to greater Fort Lauderdale was \$4.1 billion in 2001. This includes almost \$2 billion spent in restaurants and another \$763 million spent on miscellaneous retail, including apparel, photo supplies, and gifts. This translates into \$255 in food and beverage spending and \$98 in retail spending per visitor, respectively. Approximately 40 percent of all visitors shop and 32 percent eat out when visiting greater Fort Lauderdale; 46 percent go to the beach.

In comparison, the retail inventory in Central Beach is much smaller. The panel estimates that approximately 270,000 square feet of street-level retail space is located along A1A. This includes the 100,000 square feet of retail and restaurants located on three levels at the mixed-use BeachPlace project. The panel understands that the retail component of BeachPlace—the premier retail project along A1A—has exhibited substantial turnover since it opened in 1997, including the loss of the Gap and Banana Republic stores. Its inward-facing, multilevel design is problematic.

Anecdotal information on retail rents for street-level space in the study area indicates that, in some locations, rents are above \$40 per square foot. The Palazzo Las Olas project has proposed 76,300 square feet of retail space, including the urban grocery prototype for a 25,000-square-foot supermarket.

The evolution of Las Olas Boulevard's commercial space into a pedestrian-scale retail corridor containing high-end and specialty retail and destination restaurants is an economic development success story. The panel strongly encourages the city to use public policies to enhance and protect this

BeachPlace, a mixed-use project with 100,000 square feet of commercial space located along A1A, suffers from high tenant turnover, which likely is caused by a lack of visibility for the interior retail spaces. The project was completed in 1997 and includes 208 hotel/time-share units.



district. The panel does not, however, believe that extending this specialty retail district to the beach is an appropriate—or market-supportable—action.

Retail Development Potential. Opportunities for retail development in the study area need to be very clearly focused. The high tenant turnover at BeachPlace is emblematic of the difficulties associated with capturing the retail expenditures of beach visitors. If 46 percent of the visitors to greater Fort Lauderdale visit the beach during their stay, as reported by the CVB, this suggests annual beach visitation on the order of 3.6 million people. Notably, this excludes local residents, who also visit the beach. Since the panel has not examined information on retail performance (such as sales per square foot) of existing retail tenants located along A1A, it is difficult to gauge the degree to which these retailers succeed in capturing the retail dollars available from beach visitors.

The panel's observations, however, suggest that street-level retail in the study area is characterized by limited-quality merchandise and price points. While there is an obvious need to provide beachgoers with convenience and support goods such as t-shirts and sundries, the panel believes that there is substantial retail leakage of these visitor dollars to other retail destinations in greater Fort Lauderdale. This suggests that further research is critical to identify opportunities to extend the stay of beach visitors with additional activities to meet the objective of creating a sustainable resort community.

The panel also supports public policy initiatives designed to improve the physical appearance of the study area's street-level retail frontage, such

as facade improvements. In addition, while the city made substantial strides during the 1990s with streetscape improvements to A1A, these efforts need to be reinforced and refocused with additional improvements to the public realm. Physical improvements and the creation of a high-quality gathering place in Central Beach will convey to the private sector the city's commitment to the beach and should leverage subsequent private investment, particularly for commercial uses such as street-level retail.

In addition, the panel believes that high-quality destination restaurants in specific parts of the study area—particularly in the Beach Entertainment District—are an important element in attracting visitors and residents alike, which in turn will help make the beach a destination of casual sophistication. The panel noted with concern the recent turnover associated with several white-tablecloth restaurants such as Evangelines and Mistral (now Pastabilities). This suggests that developers must carefully consider the economic feasibility of future retail and restaurant space, including the judicious use of focused public incentives to enhance the overall feasibility of such establishments.

New housing in the study area also will generate some demand for convenience and local-serving retail that meets the daily needs of area residents. Efforts should be made to direct such retail to specific locations that provide high visibility, easy access, and on-street parking. Market analysis suggests that demand generated by new residents will, nevertheless, be limited. Assuming that all proposed housing projects are built, the 800 or so new households will generate approximately \$25.2 million in annual retail spending. If Central Beach succeeds in capturing only 5 percent of these expenditures, this translates into roughly 5,000 square feet of supportable retail space, assuming annual productivity of \$250 per square foot.

Similarly, these new households could be expected to spend \$2.4 million in annual restaurant sales. If new restaurants succeed in capturing, say, 10 percent of these expenditures, this would support only 800 square feet of restaurant space, assuming annual productivity of \$350 per square foot, which is typical of a good white-tablecloth restaurant.

This preliminary analysis reveals the importance of capturing a range of expenditures on dining from various market segments, not only from new residents but also from existing residents, people who live elsewhere in Broward County, beach visitors, and convention delegates.

Residential Development

The panel also examined housing market conditions and trends. It found that the Central Beach Regional Activity Center (RAC) currently contains approximately 3,200 housing units. The threshold currently allowed by the comprehensive plan is 5,500 units. While approximately 800 units have been assigned in proposed projects currently in the pipeline, this leaves an estimated 1,500 units to be developed in the future. The city estimates that approximately 1,100 housing units have been built in the study area since 1994. This corresponds to annual delivery of 140 units per year and suggests that it would take approximately ten years to build out the 1,500 unassigned units.

The panel understands that hard and soft development costs are in the range of \$150 to \$175 per square foot. Land costs are estimated at \$50,000 to \$75,000 per unit. According to local brokers and developers, prices of condominium units on the beach range from \$250 to \$375 per square foot, with pricing dictated by amenities such as unit finishes, location, and water views.

Residential Development Potential. The panel concurs that achieving the vision of a resort community with a beach lifestyle requires a blended balance of residential and hospitality development as well as appropriate levels of supporting amenities such as retail and restaurants. To that end, the panel offers qualified support for new housing in Central Beach. However, the panel notes that there is an overarching need to focus on design

guidelines to ensure high-quality, attractive residential projects that enhance the overall physical environment and lifestyle of Central Beach. These issues are discussed further in the “Planning and Design” section of this report.

The panel believes that the North Beach Residential Area (NBRA), reconfigured somewhat as the North Beach Community District, offers the strongest opportunity for historic preservation in the study area and supports policy initiatives designed to encourage preservation and restoration of this area’s housing and lodging stock. To some extent, this process already is underway—albeit in its infancy—as the gay community is restoring smaller properties as B&Bs. This investment is significant, and already is paying dividends in the form of high occupancies and high room rates among lodging properties oriented to gay visitors.

The panel therefore feels that judicious public investment in infrastructure, streetscape, and public open-space improvements, as well as housing code enforcement policies and zoning restrictions that limit building heights and prevent the development of high-rise buildings in the NBRA—particularly in a multiblock area adjacent to Birch Road—will serve as effective public initiatives to reinforce private investment in the NBRA’s housing (and lodging) stock. The area contains a sufficient number of buildings worthy of historic preservation and protection to create an inviting, attractive residential neighborhood. In addition, the area will require branding to enhance its identity and draw. To this end, the panel suggests that the NBRA be given a name, such as NoBe.

Planning and Design

With 455 acres of land area as well as two miles of shoreline along the Atlantic Ocean and the Intracoastal Waterway, Central Beach is a complex mixture of building types, land uses, street patterns, and open space. A plan for this area must deal with complex market forces, tourist and resident interests, public spaces, recreation, traffic, and density issues. A strong vision will be needed to guide the area's future development.

At the present time, development is happening in response to market forces and a very unpredictable review and approval process. Guidelines for building heights and densities often conflict with the zoning code's intent and purpose. Aside from a general appreciation of the Central Beach area, the zoning code and development guidelines offer no clear plan for civic space, open space, or historic preservation. A vision is needed that will set these priorities in both the public and private realms.

Thematic Planning Districts

To help organize the study area, the panel divided it into five overlapping planning districts. Based on panel members' experiences in similar urban situations, the panel determined that each district's radius should be no greater than the distance people are willing to walk, which is roughly 1,200 to 1,500 feet. Using this criterion, and the distinctive character of each area, the beach can be divided into the following five thematic planning districts:

- Marina District;
- Beach Entertainment District;
- Mid-Beach District;
- North Beach Community District; and
- Sunrise Lane District.

Each of these districts has its own character, based on physical and land use characteristics that include location, street patterns, existing development, traffic, open space, building typology, civic uses, and the waterfront. The panel suggests that an understanding of each district's character will make it easier to guide and regulate new development to achieve the vision the city is seeking to develop. The panel stresses that it is not offering a master plan, but rather a series of design principles and initiatives that begin to arrange land uses. The city will need to develop a more detailed plan to fully explore and refine the recommendations presented in this report.

Marina District

This district is located at the southern end of the study area, with Bahia Mar at its center. Bahia Mar contains the highest concentration of boat slips in the Central Beach area and is the core of the area's boating industry. It is an important economic generator, not only for the study area but for the city and the region. The annual Fort Lauderdale International Boat Show attracts members of all age and income groups. Bahia Mar is an important anchor and gateway to the southern end of the beach. The panel recommends that the ongoing improvements in this district continue to reinforce the area as a center for hotels, conference facilities, marinas, and other compatible uses.

The Marina District also contains the International Swimming Hall of Fame Museum and Aquatic Complex, an internationally known facility that is considering plans to relocate to another city. Across Seabreeze Boulevard is D.C. Alexander Park, the only sizable (1.2-acre) public green space in Central Beach.

A portion of the southern end of the study area east of A1A across from Bahia Mar currently is used as a public surface parking lot and is expected to continue as such. The beach there is wide and heavily used. The landscaping along



A1A in this gateway area needs to be improved with special planting and signage that announce one's arrival to the beach from the 17th Street Bridge crossing.

Beach Entertainment District

This district should become the entertainment center for tourists and residents alike. It presently contains the greatest concentration of retail, restaurant, and entertainment uses in Central Beach. BeachPlace—a 100,000-square-foot shopping, dining, and entertainment complex—has been struggling in its efforts to establish a retail/entertainment venue. Las Olas Boulevard provides excellent access to this district as well as a direct connection to the downtown across the Intracoastal Waterway. Bus access is readily available. This district also presents the greatest opportunity for new development and redevelopment because of existing vacant sites located within it, the Las Olas Intracoastal Municipal Parking Lot and adjacent redevelopment property, and the Oceanside Municipal Parking Lot, both of which are under city control and are located along Las Olas Boulevard.

The panel envisions this district as a mixed-use area composed of entertainment, retail, restaurants, and tourist attractions as well as residential



Above: With development restricted along the beach side of A1A, Central Beach offers an unobstructed view of the ocean not found in other parts of Fort Lauderdale. Left: The Venetian, a residential property, can be seen in the foreground, next to the International Swimming Hall of Fame.



Above: The Las Olas Intracoastal Municipal Parking Lot is located near the public marina. Right: The Casablanca Café is a popular restaurant located in a renovated historic property at Alhambra Street and A1A.



uses. A key component will be the redevelopment of the Oceanside Municipal Parking Lot into a great civic park space designed to accommodate outdoor performances and other public uses and attractions. The panel recommends that this surface lot be replaced with a parking structure integrated into the new development. Retail and restaurant uses could be integrated into the ground floor of the garage. Along with the site north of Las Olas Boulevard envisioned to be redeveloped for retail and entertainment uses as well as public parking, the intersection of Las Olas Boulevard and A1A should become the grand gateway to the beach. A tall “lighthouse tower” could mark this gateway and become a landmark for Central Beach. Redevelopment of the Las Olas Intracoastal Municipal Parking Lot as a mixed-use project featuring residential and retail space as well as a marina and public parking will add critical mass to the district.

The panel recommends that the beachfront in this district be planned as an active beach, through the addition of volleyball nets; retail kiosks selling sunscreen, bottled water, and other convenience goods; and water sport rentals, as permitted. A new public beach pavilion in D.C. Alexander Park, across from the International Swimming Hall of Fame, could offer more substantial conveniences, such as restrooms, lockers, food concessions, first-aid and lifeguard facilities, and a police substation. This pavilion would be located in the area where the Marina District and the Beach Entertainment District overlap.

The panel proposes that A1A be realigned as a two-way traffic route through this district. Landscaping and paving treatments could identify the district as a special place. The sidewalk/promenade space on both sides of A1A needs to be widened to accommodate strollers and outdoor cafés. This could be done by requiring larger setbacks for new development on the west side of A1A, as well as by possibly reducing traffic lane widths, as recommended by proponents of traffic calming. Special lighting and street furniture also would help identify the promenade as a place to see and be seen.

Street-level retail space, landscaping, and pedestrian crossing amenities should be developed along Las Olas Boulevard to emphasize this east/west vehicular connector while also accommodating pedestrian movement. Poinsettia and Cortez streets also are particularly critical as east/west connectors.

Finally, a public market could be planned for the site west of Seabreeze Boulevard between Las Olas and the International Swimming Hall of Fame. This could become an important public space that caters to local residents and tourists alike seeking fresh fish, flowers, produce, crafts, and other local products in an open-air marketplace setting.

Mid-Beach District

This district is located at the narrowest section of the barrier island, between Riomar and Cortez streets. It overlaps the Beach Entertainment District to the south and the North Beach Community District to the north. The Mid-Beach District acts as a transitional area leading into the more

residential community to its north. The area presently is characterized by large-scale projects—including the Sheraton Yankee Trader hotel and BeachPlace, which is located in the area where the Beach Entertainment District and the Mid-Beach District overlap. The projects now planned for this district are also large in scale and include the 24-story Saint Regis, a timeshare and residential condominium project. Parcels along the Intracoastal Waterway continue to be redeveloped for residential uses.

Except for the Intracoastal Waterway frontage, the blocks in this district are large and lend themselves to larger-scale projects, either hotel or residential, along the beachfront. Beach facilities and activities in this area could begin to cater more to families. Public restrooms are needed for beachgoers not staying at local hotels.

Within the CRA boundaries, A1A should revert to two lanes in each direction where it currently splits between the intersections of Fort Lauderdale Beach Boulevard and Seabreeze Boulevard on the south, and Fort Lauderdale Beach Boulevard and Alhambra Street on the north. Traffic moves swiftly here. Pedestrian-crossing improvements, including stop lights, are needed in this district, as discussed in the “Transportation” section.

North Beach Community District

This district already is experiencing a certain amount of development, with smaller properties being restored as residences and guest quarters. Its neighborhood scale is unique to this district and is worthy of preservation with selective and compatible new residential and hotel development.

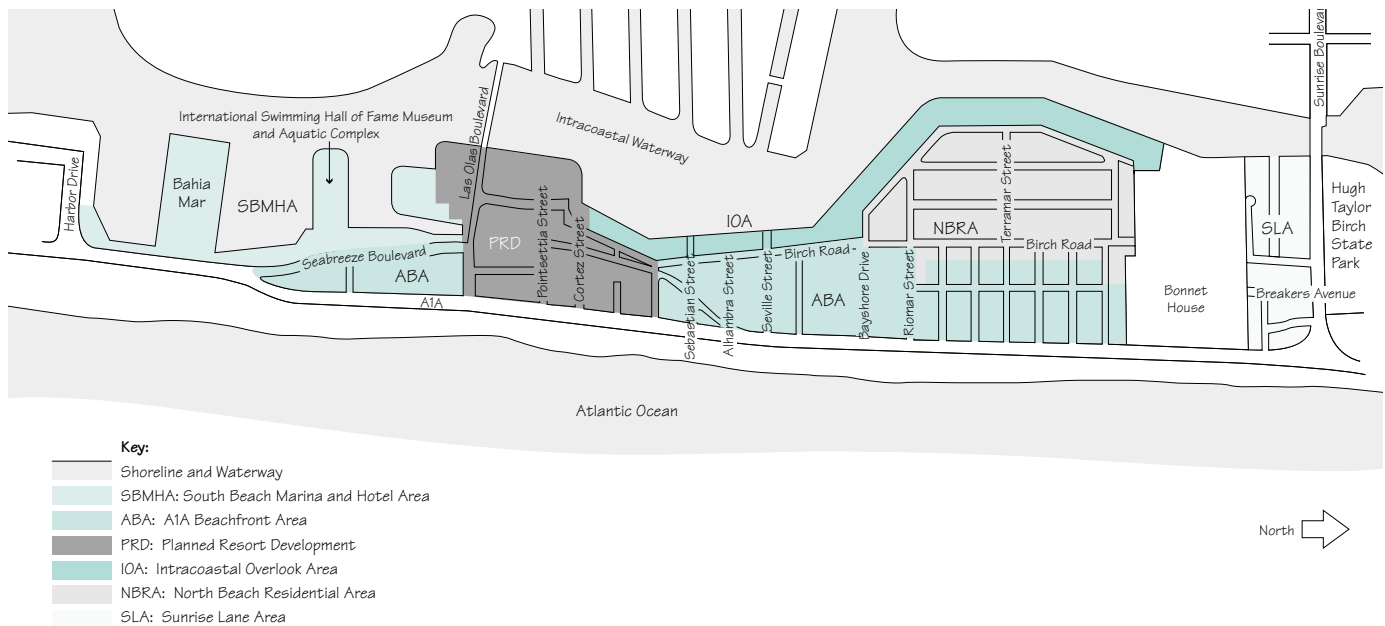
The district is located between the historic Bonnet House to the north and Bayshore Drive to the south. The North Beach community is a diverse one composed primarily of one- to four-story residences and small motels and hotels. Also known as Birch Oceanfront Estates, this neighborhood was platted in 1946 and grew to include a collection of architecture from the 1940s through the 1960s. Although only some of the buildings are architecturally significant, the neighborhood’s structures together form a cohesive beachfront community. Structures currently are being refurbished and used as quest quarters by local residents as well



Above: A view of the Mid-Beach District, as seen from the public marina near the Palazzo Las Olas site. Left: Recent high-rise development in Central Beach can be seen along the Intracoastal Waterway.



Traffic travels south along A1A; the pedestrian overpass leads from the Sheraton Yankee Trader hotel to the beach.



Existing zoning.

as by the international tourist community. Demolition has been ongoing as parcels are assembled for larger projects, but the character of the district is still intact and is worth preserving from both an architectural and a marketing point of view.

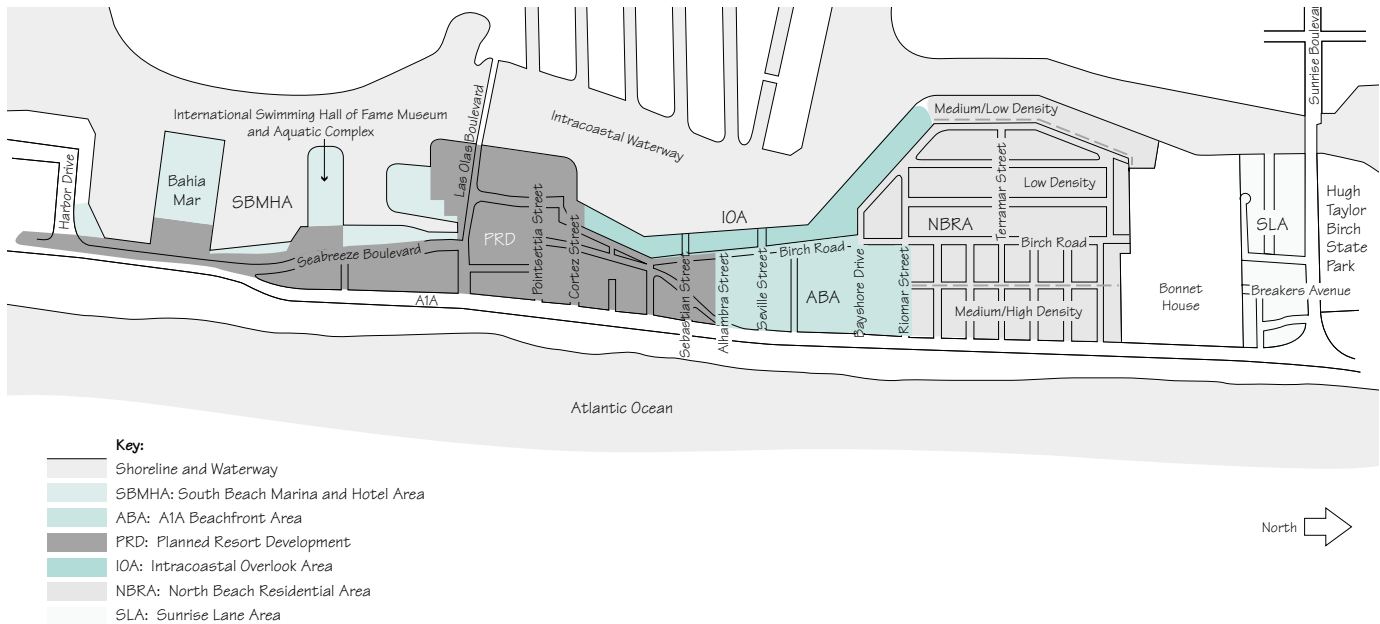
Two other areas exist within the North Beach Community District: parcels adjacent to the Intracoastal Waterway and parcels fronting on A1A and the ocean. These areas may be subject to greater development pressures because of their waterfront location and require further study as to how new construction there can relate to the district's smaller buildings.

Birch Road—the north/south spine of this district—currently is wide and not pedestrian friendly. The panel recommends that Birch Road become a narrower, landscaped neighborhood street. It also recommends that Broward County Transit buses be rerouted to Birch Road to better serve neighborhood residents. Finally, the panel recommends that a public square be developed at the intersection of Birch Road and Terramar Street, to serve as a neighborhood park. All the streets in the district should be designed and landscaped at a scale that is consistent with a resort community theme.

Sunrise Lane District

The area north of the Bonnet House and south of Sunrise Boulevard has been designated the Sunrise Lane District. This area contains a mix of hotel, retail, and residential uses. The neighborhood is isolated from the rest of Central Beach because of the location of the Bonnet House, which serves to isolate the area. Within the district, Breakers Avenue eliminates an east/west connection through the neighborhood, resulting in residential uses on the west side and commercial, retail, and hotel uses on the east. The entrance to the Bonnet House is located within the neighborhood where Breakers Avenue and Northeast Ninth Street intersect. Thus its entrance is not off a major street and is hard to find. Greater visibility is needed to fully exploit the value of this tourist attraction. A canal off the Intracoastal Waterway bisects the western portion of the district and adds to its ambience.

The area east of Breakers Avenue is mostly commercial. Redevelopment has been difficult because of a lack of available parking. The panel suggests that the city develop a public parking facility in this area to serve local businesses as well as beachgoers visiting the northern part of the beach.



Existing Zoning Districts and Design Goals

Central Beach is one of the city's four regional activity centers (RACs), as designated in its comprehensive plan. The city's land use designations within the Central Beach RAC—which consist of six zoning districts—are discussed below, along with a description of the “intent and purpose” of each zoning district.

- *Planned Resort Development (PRD)*. This zoning district's purpose is to “promote the central beach as a destination resort and a world class resort.”
- *A1A Beachfront Area (ABA)*. Its purpose is to “promote high quality destination resort.”
- *Sunrise Lane Area (SLA)*. Its purpose is to “encourage the preservation of existing structures.”
- *Intracoastal Overlook Area (IOA)*. Its purpose is to “encourage the preservation and revitalize existing structures.”
- *North Beach Residential Area (NBRA)*. Its purpose is to “encourage the preservation and revitalize existing structures.”

- *South Beach Marina and Hotel Area (SBMHA)*. Its purpose is to “promote high quality destination resort uses.”

Proposed zoning.

The intent and purpose of these zoning districts clearly reflects two primary goals for redevelopment within Central Beach: the creation of a destination resort and the preservation and revitalization of the existing built environment.

Projects that recently have been built, approved, or are under construction have, for the most part, adhered to the uses permitted within Central Beach as defined in the Unified Land Development Regulations (ULDR) zoning code, although there is growing pressure from the development community to introduce residential uses into the ABA zoning district. Although existing ULDR dimensional requirements for the barrier island permit and promote high-density projects, the guidelines for bulk, height, and setbacks are in direct conflict with the intent and purpose of many of the zoning districts, including the concept of promoting preservation and revitalization within the SLA, IOA, and NBRA zones. The conflict between the language in the code and the approved projects creates uncertainty in the development approval process for both the development community and the city's residents.

Sailboats anchored in the Intracoastal Waterway await passage under Sunrise Boulevard.



In an effort to rectify this situation, the panel offers the following recommendations:

- The city must either change the “intent and purpose” language in the zoning code or enforce the present language. Once a decision is made, it must be adhered to. The ULDR design guidelines are contradictory and thus difficult to use and interpret. They must be clarified and made consistent with a vision for the study area.
- The PRD zone should be extended north to Alhambra Street and south to Harbor Drive. The descriptions of the IOA, NBRA, and ABA zones should be rewritten to eliminate conflicting statements, and a new approach to height, density, and setbacks should be adopted. The IOA zone should extend only as far north as Riomar Street and the NBRA zone should extend east to the beach. The panel’s intent is to create a low-rise community with mid-rise development on the beach— complete with community-based convenience shops and restaurants, pocket parks, and squares—in this zone.
- The SLA zone is in alignment with the zoning code’s “intent and purpose” language and does not need to be changed.
- The SBMHA zone should include more public facilities to complement the southern part of Central Beach. The panel suggests that these should include public restrooms, a centralized police substation, and an information center/ kiosk.
- The city should start to develop a building-type zoning code in lieu of the present performance-based zoning code. This approach would better

illustrate the actual built environment that is allowed by code. A PUD designation, for example, requires architectural solutions to issues of use, height, setbacks, and the like.

The Pedestrian Environment

The ultimate goal of the zoning and design guidelines for Central Beach should be to create and protect a pedestrian-friendly environment. The existing zoning and design guidelines present a confusing dichotomy between a zoning code that encourages high-density, high-rise development and design guidelines that promote the development of a low-rise, pedestrian-friendly community but often are not enforced. One example of this “tug of war” is the design guidelines for pedestrian portals. Although these guidelines are largely adequate to produce a pedestrian-friendly environment, they unfortunately have not been enforced. What has been implemented to date is a maximum-development (high-density, high-rise), pedestrian-unfriendly strategy. Such competing strategies must be resolved.

The required 20-foot sidewalk in the PRD zone appears to be adequate to promote the storefront promenade concept endorsed by the panel. An aggressive canopy/awning/arcade campaign also could help promote this concept. So would the extension of the PRD zone to Alhambra Street and the construction of a new parking facility on city-owned property at the Alhambra-Sebastian Block and Municipal Parking Lot, possibly as part of a mid-sized mixed-use project.

Making Central Beach as pedestrian friendly as possible also will require the development of a combination of traffic control (calming) and conve-

nient parking strategies. Parking convenience is measured by the quickness and ease of access to parking from roadways, and then by how close the parking is to the destination. Parking also can be used as an anchor to enhance pedestrian movement. (See the “Parking” section below for a more detailed discussion.)

Special environmental graphics, including gateway and informational signage and wayfinding systems, also are tremendously important elements in the creation of any pedestrian- and user-friendly community. Entranceway and district-specific identification and signage help enhance a sense of place and make it easier for people to navigate and use beach-area services. Graphics that identify special events as well as key projects and businesses also can be a revenue generator.

To improve the pedestrian environment within Central Beach, the panel offers the following recommendations:

- The present design guidelines—which outline how to create and reinforce a pedestrian environment at the streetscape level—need to be adhered to and enforced. Ultimately, adherence to these standards will create a special sense of place from which all residents, visitors, and businesses can enjoy benefits.
- In conjunction with architectural guidelines, signage, environmental graphics, and wayfinding systems should be a number-one priority. This will contribute to the strategic goal of creating a “resort community with a beach lifestyle.” The city should develop a signage code for the various zones or thematic planning districts. This signage code should aim to enhance each area’s unique identity. In conjunction with the signage and environmental graphics that will contribute to creating an identity for Central Beach, the city also should encourage the inclusion of public artwork.
- The city should develop—in conjunction with the signage code—a landscaping code and strategic landscaping plan. Central Beach needs to be “greened” so that it truly feels like a tropical resort community.

A Resort Community

A resort community is defined by its real estate and the associated activities that take place within it. Components of a resort community typically include the following land uses:

- *Hotels, Motels, and Inns.* These lodging facilities cater to vacationing tourists, convention goers, and other travelers.
- *For-Sale Residential.* This category includes single-family houses and condominiums oriented to retired people, working singles, and couples without children.
- *Rental Residential.* This category includes apartments, condominiums, and timeshare units.
- *Retail.* Retail uses in resort communities typically are oriented to meeting the needs of tourists, conference attendees, and local residents. Dining opportunities range from casual to white-tablecloth restaurants. Shopping options range from convenience to tourist-oriented retail. Other retail uses could include services for residents, if the residential population grows along with tourism.
- *Recreation.* Recreational uses in waterfront resort communities typically are oriented to water- and beach-related outdoor and indoor entertainment, such as music, themed events (like those held at the International Swimming Hall of Fame), and theater. Other types of sports activities also are available within or near the community.
- *Office.* Office uses in resort communities typically house tourism, marine, or community services; realty offices; and dentists’ and doctors’ offices.

A resort community such as that envisioned for Central Beach typically would exclude industrial uses, hospitals, and major business development. In the long term, schools might be built to support an expanded resident population.

-
- Several water taxi stops should be added at key strategic locations along the Intracoastal Waterway. This will further enhance the pedestrian-friendly resort concept. Kiosks to help identify the stops and provide shelter while people wait for the water taxis would make the water taxis even more convenient.

A Review of Goals and Objectives

While the panel found the 1988 and 1989 revitalization and redevelopment plans to be basically sound, some updating, enhancing, and clarification are needed. Several of the goals identified in the revitalization plan that need to be revised because of changes in the tourism and residential development industries are discussed below.

- *Enhance the resort image of Central Beach as a place for tourists and conference groups.* The

original goal of creating a tourist destination resort is still valid. To ensure that this occurs, the area's key asset—the beach—must be maintained. Beachfront facilities for tourists and visitors should be expanded. The original concept of a lifeguard station/restroom/police substation also remains valid. More activities need to be provided on the beach for tourists and visitors. The goal of making the beach a destination for conference groups is a long-term one that will be dependent on the creation of business-oriented hotels. This may conflict with the goal of creating a resort that appeals to families and international travelers. One possible resolution might involve including conference facilities in the SBMHA zone and making them part of the “marina” experience.

- *Make the beach an integral part of the city for local residents.* Because it is located on a barrier island, Central Beach is physically removed from the rest of Fort Lauderdale. Local residents will be attracted to the beach by convenience, popular activities, and a feeling of safety. Easy-to-find and -use parking close to the beach, popular recreational activities that are in harmony with the environment, cultural venues, and public artwork can build on the beach's tremendous natural resource.
- *Improve circulation for cars, bicycles, and pedestrians.* Circulation in the study area already is improving. The most important work yet to be done is the creation of a truly pedestrian-friendly environment. By promoting pedestrian movement on the promenade and along the portal streets with special crosswalks, sun and rain protection, and adequate lighting at night, the city can establish the core beach area—the area surrounding the intersection of Las Olas Boulevard and A1A—as a pedestrian zone. Bicycle rental shops and bicycle stands also would be an appropriate addition.
- *Create a positive visual image of Central Beach through design guidelines.* The process of establishing design guidelines has begun. It needs to be updated to reflect the latest thinking in resort design and consumer tastes. The present guidelines are a good base from which to start,

but they should be revised to provide more explicit detail.

- *Examine and augment the regulatory framework to encourage development.* This remains an important goal of the revitalization plan. The regulatory process needs to be clarified. The contradictions between the revitalization plan and the zoning code must be resolved.
- *Create a facilities plan for city services on the beach.* City services on the beach need to be expanded. Highly visible restrooms, information centers/kiosks, and safety and security measures will make the beach more user friendly.

Transportation

Progress has been made in improving Fort Lauderdale's transportation network in recent years, but much remains to be done. Transportation on the barrier island should be convenient, easy to understand, reliable, and of an appropriate scale and appearance for a resort community. It should accommodate the differing needs of employees, residents, overnight guests, and day visitors. Right now, circulation is too restricted, parking is inappropriately located near the beach, and an untidy jumble of streets bears witness to unfinished business.

Key elements of the transportation system include the street network, walkways and bicycle routes, transit, water routes, and signage. Each of these is discussed in turn below.

Street Network

Highway A1A dominates circulation on the barrier island. Traffic approaches Central Beach via 17th Street (with 27 percent of the total), Las Olas Boulevard (22 percent), and Sunrise Boulevard (51 percent). The posted speed limit along A1A is 30 miles per hour. The current traffic pattern has northbound traffic in two lanes on A1A and southbound traffic in two lanes on Seabreeze Boulevard. Detailed design documents now nearing completion would expand Seabreeze Boulevard, south of Las Olas Boulevard, to a two-way road by adding a single northbound lane to the two existing southbound lanes. However, the one-way traffic flow is planned to continue along the A1A ocean-

view highway (Fort Lauderdale Beach Boulevard) as the primary pattern within the boundaries of the CRA.

Considerable congestion occurs on weekends in peak seasons, with seven to eight hours of congestion per day, about double the amount during the off-peak season. While weekends are the busiest times, weekend peak-hour volumes counted in 2000 showed only a modest increase (generally 6 to 7 percent) over weekday volumes. On the A1A/Seabreeze couplet, the existing two lanes in each direction generally are adequate to carry today's volumes, although the system is effectively at capacity during peak periods. Between Las Olas Boulevard and Sebastian Street, little capacity remains to handle traffic from any additional development.

The A1A/Seabreeze couplet has greatly improved beachfront activity, largely by making the area more pedestrian friendly. However, the one-way traffic flow requires all traffic—whether commuter, resident, sightseer, overnight guest, transit, or delivery service—to use A1A and Seabreeze Boulevard. Some of these trip purposes should be separated to balance their competing demands and, ultimately, to gain needed capacity. Beachgoers and sightseers should have the choice of driving leisurely along the beach, while others should have a quicker alternative. The city's effort to make Seabreeze Boulevard a two-way street south of Las Olas Boulevard is an initial step in addressing this issue.

The 1988 ULI panel recommended two-way traffic throughout Central Beach, with an ultimate scheme of four lanes on Seabreeze Boulevard—which then would serve as a beach bypass—and two lanes on A1A. The objective of this “four-plus-two” network is to:

- Offer drivers more choices in moving around Central Beach;
- Reduce traffic volume along the beach—leaving A1A primarily for sightseers and beachgoers—and offer residents and others an alternative to getting caught up in beach traffic;
- Create a more pedestrian-friendly beachfront;



- Provide adequate capacity for future development; and
- Offer alternative routes for transit, service, and delivery traffic.

A view along Seabreeze Boulevard heading south near Sebastian Street shows the mixed scale of buildings in the Mid-Beach District.

Another benefit of the four-plus-two scheme is that it offers the opportunity to reconfigure some currently jumbled streets. Intersection improvements will be required at the southern end of the existing one-way pair—which also provides access to the South Beach Municipal Parking Lot—and at the northern end, around Sebastian Street. A proper intersection at Sebastian Street and Birch Road also would be desirable, to eliminate redundancy where these streets parallel one another. Simplifying circulation patterns will create greater clarity, eliminate unnecessary pavement, and reduce the need for “do not enter” and “no left turn” signs.

A theme that arose throughout the panel's interviews and discussions was the need to improve circulation. The panel reiterates the 1988 panel's recommendation, and strongly believes that a two-way flow using the four-plus-two scheme will do much to alleviate traffic concerns and provide greater compatibility with a residential and resort setting.

The panel recommends some specific improvements to Birch Road. This oversized road is approximately 48 feet wide north of Bayshore Drive and 36 feet wide south of it. Birch Road serves a residential area and should be redesigned as a

Palm trees planted by a low wall along a roadway show the effectiveness of streetscape improvements.



narrower neighborhood street, with traffic lanes that are approximately 28 feet wide. It should have a speed limit of 25 miles per hour (mph). It also could serve as the spine for Broward County Transit routes, as it once did. Restoring transit service to Birch Road would put commuter routes closer to the residents who would use them and would reduce heavy-vehicle traffic on A1A. It also would make transit routes more visible, since both directions of travel would be on one street rather than two, as happens now. The planned streetscape improvements for this road generally would accomplish this, although designs should provide for transit stops.

Walkways and Bicycle Routes

The core beach area should be primarily a pedestrian area. As the center of public activities and the heart of commercial functions, this area generates the highest number of pedestrians anywhere along the beach. In this pedestrian realm (and throughout the barrier island's residential/hotel areas), traffic should be controlled accordingly. Speed limits should be 25 mph. Only south of Harbor Street and north of Bayshore Drive should the speed limit on A1A increase to 30 mph.

Sidewalk widths should be maximized. Space should be reclaimed from poorly located poles and street furniture so that walkways can be as wide as possible. Buildings abutting sidewalks should

be designed with pedestrian needs in mind. Traffic signals should give pedestrians generous crossing times.

Bicycle routes currently are provided by marked lanes on A1A and along Las Olas Boulevard and should be retained. Under the four-plus-two scheme, an additional bike lane should be marked on both A1A and Seabreeze Boulevard.

Transit

Broward County Transit runs two routes on the barrier island, Routes 11 and 40. Both run on A1A and Seabreeze Boulevard north of Las Olas Boulevard. About 625 people board these buses in the study area each day. Transit customers in this area include resident commuters, service employees, and tourists.

The presence of large buses (or other large vehicles) on the core sections of A1A is not appropriate. Relocating transit routes to Birch Road/Seabreeze Boulevard under the four-plus-two scheme would be more appropriate and would put transit routes closer to the residents and work sites that need them. While tourists visiting the beach do use transit, the routine trip brings them to Seabreeze Boulevard. Consolidating Broward County Transit routes on Seabreeze Boulevard would improve route visibility and should be ac-

accompanied by improved signage and stops amenities such as shelters, benches, and trash cans.

The city should consider installing a beachfront circulator to help visitors travel up and down the beach, at least on peak days. Such a circulator could operate between Bahia Mar and the south beach parking area and Sunrise Lane. It would operate solely on Fort Lauderdale Beach Boulevard (A1A)—assuming implementation of the four-plus-two scheme—and should feature open-air vehicles with a distinctive beach theme. Frequent service, with ten- to 15-minute headways, could be achieved by using seven vehicles. This service should be free to its users, and therefore would require a subsidy. Potential funding sources could include business/property owner assessments, parking fund revenues, tourism taxes, or monies from the city's general fund. If the circulator were to run ten to 14 hours per day, 221 days per year, the operating cost would be approximately \$440,000 per year. (This reflects the following calculations: The panel assumes that from one to seven vehicles would operate, depending on the time of day. For a 12-hour service day, one vehicle would run for six hours, four would run for four hours, and seven would run for two hours. This works out to 36 vehicle hours per day, 221 days per year, at \$55 per hour, or $36 \times 221 \times 55 = \$437,580$.)

Water Routes

One of Fort Lauderdale's unique features is its waterbus and water taxi service. This is a rare and highly desirable form of transportation. Additional stops could be incorporated into the existing routes, thereby connecting new destinations to attract more residents and visitors. For example, in addition to its current destinations—which include the Galleria mall and the downtown—the waterbus could serve the marina and public market area, the North Beach community (if an appropriate landing can be created near the convergence of Antioch Avenue, Riomar Street, and Bayshore Drive), the Bonnet House, and Hugh Taylor Birch State Park. Recent experience shows a ready market for this high-quality service, which could continue to grow if promoted properly, in conjunction with improved pedestrian linkages and additional destinations.



Because the water taxi is an attractive and potentially efficient way to travel on the Intracoastal Waterway, the panel suggests that its routes be expanded and publicity increased to encourage greater use.

Signage

One's arrival on the barrier island should be noted with appropriate gateway signage. Throughout the study area, directional and regulatory signs are inadequately sized, improperly located, and poorly maintained. No area is spared: traffic, transit, parking and waterbus signs all miss the mark. Altogether, they are simply inappropriate to a resort setting. Suitable graphic standards and placement criteria for the barrier island should be defined to improve the effectiveness of signage and enhance the area's image. There is no surer indication of neglect and oversight than a faded, leaning, rusty sign, which reflects poorly on the entire community.

Parking

According to a 1998 parking study, demand exceeds the system's effective capacity—which is defined as approximately 90 percent of total capacity, to account for turnover and the difficulty of finding the last available spaces—approximately 14 hours each weekend during peak season. This indicates a peak-period deficit of approximately 300 spaces in 1998 and approximately 500 spaces today.

National attention has focused on intercept or “portal” parking as a solution to some parking ills. The concept is to intercept arriving traffic by providing parking near, but outside of, a busy area—in this case, at locations near the entries to the barrier island—thereby reducing traffic congestion in the core area. People parking at these portal locations would either walk to nearby destinations or ride a shuttle to those located farther

away. The panel recommends this as one of a number of appropriate strategies for dealing with the barrier island's parking problems. The proposed Palazzo Las Olas project would incorporate public parking as a first step in creating a portal parking location for public use.

Portal parking will be effective only if it:

- Is provided in proportion to the volume of traffic arriving at each gateway;
- Is easily identified and readily accessible;
- Is located within convenient walking distance (ideally, within 600 to 800 feet) of destinations;
- Is attractively priced (that is, is less expensive than parking at more central locations); and
- Meets the needs of the target market.

A shuttle would have to operate frequently (preferably with ten-minute headways at peak periods, and not less than 20-minute headways at other times) and reliably. Recent local experience, however, has proven shuttles to be ineffective when routes are long and schedules infrequent and unreliable. Finally, land use policies governing the amount of parking required in new developments should be scaled back to create demand for portal parking.

The garage planned for the proposed Palazzo Las Olas project would not meet many of the above requirements. Most importantly, no target market has been identified for it or any other portal facility. Insufficient local information presently exists concerning the needs and expectations of employees, hotel guests, beachgoers, and other visitors to assess the potential for a portal-parking scheme.

Furthermore, reductions in privately provided parking may be few, since the dominant uses—residences and hotels—typically need on-site parking. Portal parking could be an option during peak periods for employees and beach day visitors, but the limited number of days per year when additional parking is needed suggests that aggressive management, use of existing lots in the region, and less capital-intensive solutions might be more appropriate and cost effective than constructing large portal garages.

Parking Principles and Appropriate Parking Locations

Instead of pursuing the development of large-scale portal parking, the panel suggests that the city use the following guidelines to create off-street parking that better fits the resort setting. It should:

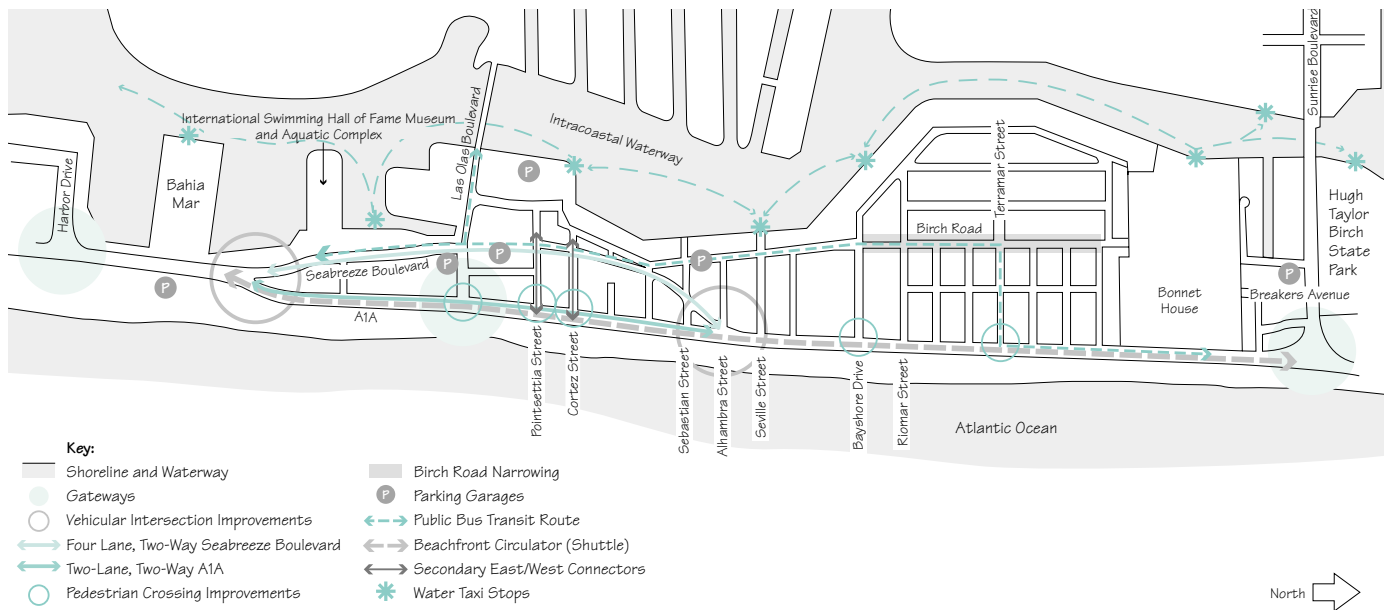
- Locate parking lots and garages away from the beach;
- Place parking garages along a two-way Seabreeze Boulevard, as much as possible, and within 400 to 500 feet of the primary destination to be served;
- Develop modestly sized (500 spaces or less) parking facilities; and
- Build small, low-profile (two-level) garages in residential areas close to the beach.

When new, detailed demand studies indicate a need for more parking, the panel suggests the following locations as candidate sites:

- The Sunrise Lane area;
- The city-owned parcels between Alhambra and Sebastian streets on Birch Road;
- The Las Olas/Seabreeze Boulevard area (a garage here should front Seabreeze Boulevard); and
- Selected corner lots along Birch Road (for small, two-level facilities).

Parking Demand Strategies

The city needs to update its 1998 and 2000 demand studies in order to determine the current number of existing parking spaces, which in turn will allow it to define the necessary increase in supply. A demand analysis can help identify the sites where additional parking facilities would be most useful in alleviating the current parking shortage. The panel identified a number of parking areas previously mentioned that appear appropriate for the location of new facilities. These sites are convenient, accessible, and safe and are shown on the proposed traffic and parking plan. The city also will reap benefits from undertaking the following actions.



Create a Parking Information Database. The purpose of the database should be to set a baseline that will delineate the current land use—commercial (retail, restaurant, service), lodging, residential, or recreational—and square footage on each parcel within the study area. This database also should identify all on-street and off-street parking spaces.

Once these land uses have been identified and delineated, the next task will be to determine the number of employees—by market segment and population—that occupies each business or residential unit. It will be important to differentiate between permanent and transient user groups. From this data, the city can project true parking demand for the beach, thus establishing a parking demand database, which will enable the city to identify travel characteristics for each user group and for weekdays, weekends, and special events.

Project Parking Demand. Once a parking information database has been established, it will be possible to project parking demand for each hour of the day, day of the month, and season of the year. This demand analysis should allow the city to provide adequate and convenient parking for shoppers, recreational users, employees, visitors, and residents in appropriate locations and at all times, including holidays and special events. The analysis also will establish acceptable walking distances for all user groups, including families and other visitors who may carry beach equipment. The city should use this analysis to create a revised parking plan designed to benefit users and improve the quality of their beach experience. This plan should

include the possibility of VIP or valet parking for special occasions.

Identify Supply Options. Parking facilities—both surface lots and garages—will vary in size as a result of the constraints associated with height limitations and adjoining land uses. Based on its review of previous reports and its own analysis, the panel found that an estimated deficit of some 500 spaces currently exists during peak season.

The panel suggests that the city's goal should be to satisfy parking demand with well-designed, cost-effective parking facilities. One potential problem is that the city has proposed a requirement that parking structures be no longer than 200 feet, regardless of the site's dimensions. This new rule would reduce the efficiency of structured parking, thus increasing the unit cost per space or per square foot. Taller parking structures also would provide fewer opportunities for streetfront retail than would a low-rise building covering more land area. The panel therefore believes that some justification may exist for projects that exceed the standard zoning criteria as adopted a couple of years ago in both the PRD and ABA zoning districts. It recommends that the city consider exempting parking structures or specifically identifying them as a use where innovative design could justify reconsideration of the zoning requirements.

The city also could design and build parking facilities in phases. Once a site has been selected, the size of the structure to be designed for that site could exceed the current parking demand, resulting in an underutilized parking facility. One way to avoid this situation would be to design a structure

Proposed traffic and parking plan.

that can be expanded either vertically or horizontally, depending on site constraints and building height. This would help “right-size” the amount of parking for a particular zone within the study area. When parking demand begins to exceed supply, the facility could be expanded relatively quickly (during the off-peak season), since building foundations and initial structural systems already would be in place. This type of expandable facility should be considered for each of the proposed parking sites.

The city’s Parking Division is organized as an enterprise fund, and operating expenses are fully supported by the revenues generated by the fund through meter and citation revenues and the sale of parking permits. The division currently is responsible for managing, operating, and maintaining some 29 parking lots and four parking structures located throughout the city, with a total of about 10,000 public parking spaces. Eight of the parking lots and one of the garages are located on the barrier island. The panel was told that the Parking Division currently is making major repairs to two of the garages, will begin repairing a third garage in the near future, and plans to spend approximately \$4 million to repair them.

The city has approved plans for 1,000 public parking spaces to be built on the barrier island at the proposed Palazzo Las Olas project, which will provide a net increase of approximately 400 public spaces over the current supply. Construction of this project has not yet begun.

As mentioned previously, the 1988 panel was asked to evaluate traffic and parking in the core beach area. The city then had a parking consultant evaluate the parking situation again. This consultant conducted a supply/demand and parking accumulation analysis specifically for the Central Beach area. The study included specific car counts in the area for peak and off-peak hours of the day, days of the month, and seasons.

Projected parking deficits—based on the consultant’s studies—have been estimated at five-year intervals during peak season (November through April) as follows. The Central Beach area will have a 758-space deficit by 2005, a 1,174-space deficit by 2010, a 1,655-space deficit by 2015, and a

2,209-space deficit by 2020. This shortage was projected by integrating a 1.6 percent area growth rate with a 4.8 percent visitor growth rate into a blended 2.88 percent annual growth rate. The beach has adequate parking during off-peak months (May through October), but current parking trip-generation data and public perception indicate that many of these spaces are not conveniently located.

The city of Fort Lauderdale Central Beach public properties inventory identifies four sites as potential locations for additional parking facilities:

- Las Olas Intracoastal Municipal Parking Lot and adjacent redevelopment property (about ten acres);
- Oceanside Municipal Parking Lot (2.9 acres, located about six blocks south of Las Olas Boulevard, and the only parking lot actually on the beach);
- South Beach Municipal Parking Lot (9.5 acres, located on the east side of Fort Lauderdale Beach Boulevard at the intersection with Seabreeze Boulevard); and
- Alhambra-Sebastian Block and Municipal Parking Lot (about 2.56 acres, located between Birch Road and Fort Lauderdale Beach Boulevard and between Alhambra and Sebastian streets).

The panel recommends one additional site as appropriate for a parking structure. This site is located in the Sunrise Lane area, south of Sunrise Boulevard at Breakers Avenue.

To date, none of these structures has been constructed to help alleviate the present parking shortage, but the city is undertaking the feasibility studies necessary to secure federal and state funds to determine the proper location of portal parking lots that could serve the beach and be linked by a new beach transit system. With the exception of the proposed Palazzo Las Olas project, no other portal garages are planned at this time.

A Parking Authority

The panel suggests that Fort Lauderdale’s parking efforts could be better organized—and their

profitability increased—by the creation of a parking authority, which could:

- Acquire, construct, improve, maintain, and operate off-street parking facilities (both lots and parking structures);
- Generate additional revenues by leasing space for commercial purposes (by either selling or leasing the air space above and/or the ground space below a parking structure to private interests);
- Issue bonds to be secured by pledges of revenue; and
- Use the power of eminent domain.

Public parking spaces created by a parking authority—whether self operated or leased to others—are exempt from all taxes, whether levied as property taxes or excise taxes. Portions of structures leased for commercial use lose this tax-exempt status. While the city may have many of the powers listed above, the panel recommends that it create an independent parking authority to ensure that parking development decisions are depoliticized, which in turn will bring greater fiscal discipline to parking development while consolidating parking responsibilities within one agency.

The city of Miami established its parking authority in 1955 by a special act of the state legislature. In 1968, the city reestablished its charter to incorporate the parking authority. The Miami Parking Authority has completed a number of parking transactions since 1968. Its projects have been both profitable and beneficial to residents, businesses, and visitors. The panel was told that the Miami Parking Authority has increased the profitability of its parking operations over the years and is pleased with the results. To create this type of authority—an established entity in the state of Florida—the city of Fort Lauderdale would have to pass a local ordinance. The panel suggests that the city of Fort Lauderdale review Senate Bill No. 585, Chapter 27725 (No. 1246) as written for the city of Miami.

The establishment of a parking authority will help the city establish a parking growth plan and a way to implement the construction of new parking facilities. This plan can be phased in over many years to satisfy the parking deficit created by increased tourism, recreation/entertainment, and resort development.

Development Strategies

The city has been reacting to various development proposals and approving projects without the benefit of a city-, community-, and stakeholder-endorsed vision for the Central Beach area. If this situation is not corrected, future additions to the built environment likely will do little to create a sense of place and a sense of community. The panel recommends that the development process be revised to foster future development that will help build “a resort community with a beach lifestyle.”

Preferred Development Approach

To achieve more easily the type of high-quality built environment and resort community desired by residents and business owners, the city should take steps to position Central Beach as a viable investment opportunity for major equity investors, financial institutions, and developers. As a first step, the city should embrace the proposed plans recommended by the panel as a starting point for a broad discussion between area residents and business owners. This initial consensus-building effort should serve as a basis for further formal input into a master community revitalization plan for Central Beach. The master plan should seek to simplify the existing code, streamline the application process, and strengthen those standards for the built environment deemed desirable by the community. This plan would replace the array of existing zoning districts, overlay districts, and other precedents with a system that is understood by residents, business owners, and developers alike.

Once such a plan is in place, the city should adapt its development approval process to allow staff-level review and permitting as defined in the scope, standards, and set limitations of the plan. This should help eliminate the current lack of predictability in the approval process.

Based on the approved plan, the city should proactively encourage various design initiatives for the study area that will set the standard for future development. These catalyst projects can determine the character of the built environment, introduce family-oriented activities throughout the area, and create a community spirit that will help build a unique place.

A Solid Strategy

Development that is responsive to a community vision will be possible if a concrete strategy to encourage such development is put into place. The city of Fort Lauderdale must prepare an updated Central Beach master plan and provide a consistent development approval process. The city can encourage the desired type of development in several ways. The panel believes that each of the following actions is achievable and will contribute to program success. It further suggests that the city pursue these actions simultaneously.

- *Communicate the vision.* The city should take an active and high-profile role in communicating the community-ratified vision and the revitalization and redevelopment plan for Central Beach. This will become the basis for an updated master plan.
- *Clarify the approval and permitting processes.* High-quality developers and financial institutions of good standing will be attracted to the Central Beach area if these processes become more predictable. The best development companies are in a position to choose where they do business. For this reason, the city needs an efficient development approval process, one in which approvals and permits can be administered in a timely and clearly understood fashion. The city must understand that it is competing with other jurisdictions in its efforts to attract the best developers to Fort Lauderdale.

- *Implement a PUD ordinance.* The panel recommends that the city consider revising its planning and zoning districts into a Central Beach planned unit development area. The purpose of PUD regulations is to encourage and allow more creative and imaginative design than is possible under the current zoning regulations. Ideally, this flexibility will result in development projects that are better planned and contain more amenities. An added safeguard built into the PUD process is that it demands more information about the proposed project than would be required under conventional zoning requirements. (The PUD process can incorporate the panel's proposed thematic planning districts.)
- *Determine the highest and best use of available public funds.* The city must decide how much funding it can devote to the redevelopment of the Central Beach area. A commitment to the future of the area is essential to build the confidence needed for private sector involvement.
- *Oversee the developer selection process.* The city would be wise to provide an oversight function when public planning entities solicit requests for proposals (RFPs) for key publicly controlled sites. The panel suggests that a rigorous "proof of funds" requirement and/or verification of financial relationships be sought, in addition to the typical public approval matters. This will protect the public sector from having to expend unwarranted time and attention on projects that are not likely to come to fruition.

The Approval Process

The current three-step process for development approvals in Central Beach is estimated to take—at best—four months, but developers and attorneys told the panel it can take as long as 18 to 24 months. Three authorities—the city planning department's development review committee (DRC), the planning and zoning board, and the city commission—each are currently responsible for reviewing most proposed projects in the study area.

Almost everyone interviewed by the panel described the approval process as taking more time than it does in similar, adjacent communities. The

process is viewed as somewhat arbitrary because of the compatibility provision, which is perceived as negating the zoning process and allowing too much discretion. The resulting impression—which was expressed both by residents and members of the development community—is that there is a complete lack of predictability in the development approval process. Changing the approval process will substantially enhance the city's reputation as a community that encourages high-quality design. The panel recommends the following revisions to the approval process:

- *Conduct early technical reviews.* This will encourage developers to submit their projects for the planning review process earlier than they do now. Developers currently wait until a project's design is as complete as possible before they present it to planners and the public. This wait has created distrust, because the public senses that by the time designs are submitted for approval, they are too far along to be changed.
- *Remove design review from the political process.* Plans that presently are submitted for development approval in the Central Beach RAC could be approved by the DRC rather than subjected to the more political process of approval by the planning and zoning board and the city commission.
- *Have project modifications reviewed and approved by the DRC.* If a project falls within current zoning, modifications should not be subject to approval by either the planning and zoning board or the city commission.
- *Pull the plug early on projects that will not be approved.* Once a project has been rejected by the DRC, the plan should be sent back to the developer for redesign or the process stopped.
- *Implement an independent technical review process.* The city should hire outside design consultants who have no conflict of interest to conduct technical reviews. The development community currently views the process as being biased by the commission's views. Interviewees told the panel that "the commission likes to play 'designer'." For this reason, the city should hire

outside designers and let these professionals do the job.

Update the Master Plan

While the panel is reluctant to recommend any additional studies, given the many studies that have been undertaken to date, an important first step will be to update the master plan for the study area. The new plan should illustrate the current status of approved and proposed projects and identify potential development sites. It should include a review and consolidation of all prior studies and should include the linkages needed to ensure the redevelopment of Central Beach.

The master planning process should address the importance of the quality-of-life issues that affect both residents and tourists. The master plan should consider phased development scenarios and options and identify realistic projects for implementation, based on the community's opportunities, needs, and financial condition. The result should be a plan that takes into account the needs of all potential users, enhances the community, encourages preferred land use patterns, and acknowledges the realities of the city's economic conditions.

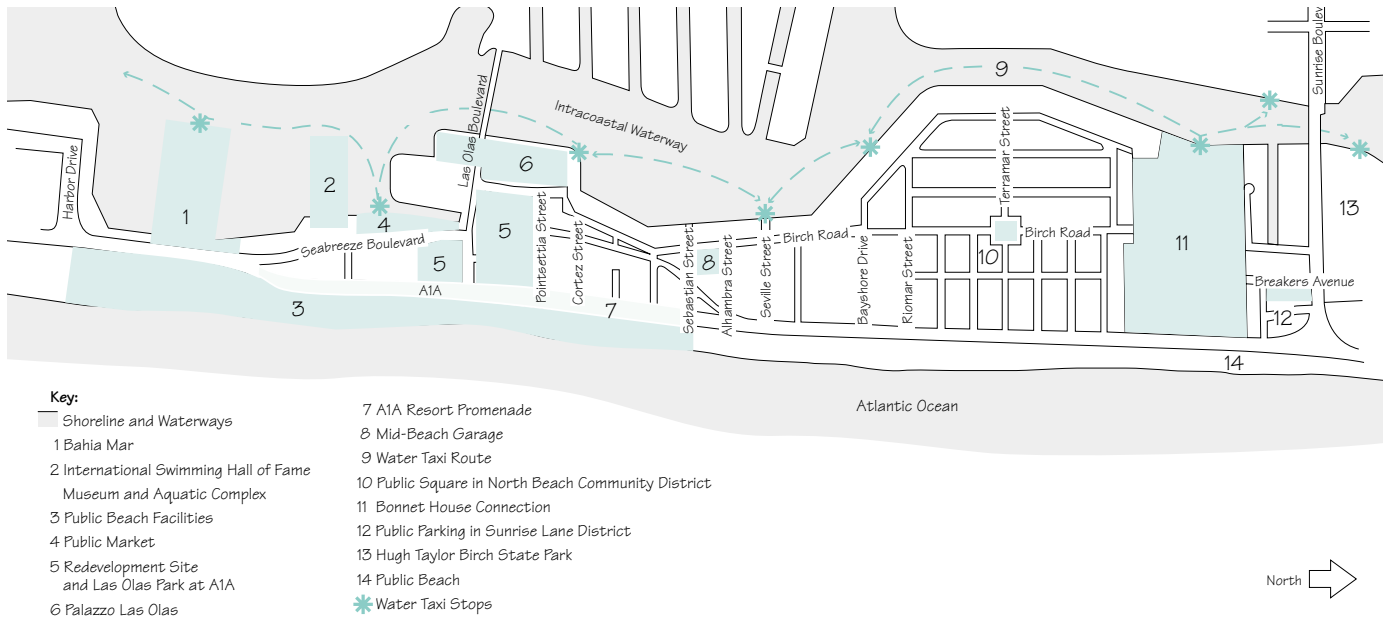
Community outreach and public participation efforts must be aimed at reaching a consensus on the future of the area. The panel recommends that the city retain an outside team of design consultants together with someone skilled in public facilitation. Members of this team should be selected as part of a formal RFP process and those invited to respond should not include firms with links to any development project already underway or proposed for the study area.

The panel finds that the broadly written goals and objectives in the 1988 Beach Revitalization Plan are still valid and, in general, are applicable to the entire Central Beach area. However, the "urban beach village" concept articulated in the revitalization plan needs to be updated to reflect the vision of a resort community with a beach lifestyle recommended by the panel. The city should incorporate the following recommendations into the updated master plan:

- The city should update the master plan for the Central Beach area as part of its broader planning efforts, which include the master planning process currently underway for the downtown that will become part of the overall vision for the city.
- The city should prepare photo simulations or comparable visual reference surveys of the type of development that is permitted within the current zoning districts. Then it should present these simulations to the public for consensus and approval. The vision should be the combined interpretation of city officials, residents, and civic/business representatives.
- The city should continue to encourage public participation in the planning process by involving residents from throughout the community. The public participation process should be continuous and should include residents, stakeholders, and other business interests who are active in the community. Members of the community should be encouraged to express their views and preferences regarding the vision through interviews and workshops.
- Independent consultants should design specific sector plans for those areas where the city has control through zoning regulations and can encourage development as guided by a master plan. Many communities find this method of planning and designing for smaller areas (sectors) to be desirable. The intent of a sector plan is to remove conflict from the planning phase by opening up the process and making it transparent for all stakeholders. If such a plan is prepared early enough, this will set a precedent and inform the residents and the development community about the rules before the entitlement process begins.

Catalysts

The panel envisions Central Beach as an area that offers a high-quality visitor, tourist, and resident experience. To accomplish this, the panel suggests the development of an active promenade that offers opportunities for shopping, strolling, dining, and entertainment. Private/public partnerships should work together to build a complete user ex-



perience that is exciting, safe, and family oriented. Each new project can add to the excitement of the area; together, these projects can make Central Beach a place that is attractive to residents, visitors, and the business community.

What follows is a discussion of 14 design initiatives that the panel has identified as key to furthering the reemergence of the study area as a resort community with a beach lifestyle. The catalyst projects vary in scale and purpose from single sites to thematic planning districts, from streetscape improvements to traffic-calming initiatives. Note that project numbers in the text below correspond those in the illustration above.

1. Bahia Mar

New construction at Bahia Mar will be the result of \$18 million in improvements to the marina, with 242 larger marina slips replacing the 332 smaller, old, and outdated slips. There is an obvious need for a new facility on this city-owned block, to support the Fort Lauderdale International Boat Show and to maintain the city's position as host of the largest and most prestigious boat show in the United States. The new development—which is expected to be unveiled in early 2003—is envisioned as a joint development of Boca Resorts, the city of Fort Lauderdale, and the boat show.

The primary goal of the new construction at Bahia Mar is to achieve and maintain a resort community ambience at this complex. The project will need to create an active street presence, with varied retail and commercial offerings along A1A/ Fort Lauderdale Beach Boulevard. To animate the streetscape, these facilities must be easily accessi-

ble and highly visible. Street-level activities will benefit the residents and tourists who walk and drive by the complex. Quality will be the most important aspect of this project, in terms of both the development process and design.

This project should become an excellent example of a public/private partnership and should serve as the model for similar future projects in Central Beach. The participants are well known in the community. They should engage experts in design and public participation to work in concert with the community to assure that this becomes a special project.

This is an important project—perhaps the most important in Central Beach—since it could be built in the near future by the current participants with community support. The goal should be to develop Bahia Mar as the anchor project at the southern gateway to Central Beach. This project will be vital to the success of the boat show, the study area, the city, and the community. It must result in a win for everyone.

2. The Swimming Hall of Fame

The International Swimming Hall of Fame Museum and Aquatic Complex is a major family attraction on the beach. This combination facility generates approximately 30,000 annual room nights plus the additional economic impact resulting from visits by swimmers and their families. The facility sponsors pre-Olympic training as well as Amateur Athletic Union (AAU), collegiate, and high school competitions throughout the year. This facility is important to the beach because it builds on the history of swimming and the facil-

Development initiatives.

A view from the roadway, looking north toward the canal, shows boats docked at residences on the main land side of Fort Lauderdale.



ity's national reputation as the home of pool-trained champions.

The panel believes that the facility superbly validates the beach as an international draw and reinforces Fort Lauderdale's identity and unique character. The panel understands that, because of a reorganization, the International Swimming Hall of Fame—a nonprofit, 501(c)3 entity—is in the process of relocating its museum and library to Pompano Beach. If the organization does move, the city-owned and -operated aquatics complex will remain, and plans for the renamed Fort Lauderdale Aquatics Center are scheduled to be prepared in 2003 for a 2005/2006 opening. However, the panel believes that this facility will lose its cachet when the International Swimming Hall of Fame departs.

In addition, the city and the Fort Lauderdale Community Redevelopment Agency currently are working to raise an estimated \$25 million in funding for renovations to the facility that will enable it to once again meet international standards. The national and international quality and attraction of the facility will disappear when the International Swimming Hall of Fame Museum has relocated

and the remaining facility's name is changed to the Fort Lauderdale Aquatics Center.

Although it appears likely that the Hall of Fame will relocate, the panel believes that the city commission should revisit this decision in light of the cost of renovations and the overall economic impact and importance of the combined facilities to Fort Lauderdale.

3. Public Beach Facilities and Recreational Activities

Day beach users, residents, and tourists all are clamoring for public beach facilities that are well designed, well maintained, and convenient. As an introduction to the beach experience, the wave wall was a tremendous investment that has become an iconic image of the area. Other support facilities should exhibit a similar design quality. Additional facilities should include:

- Public restrooms, located in one place and designed to be easily maintained and staffed throughout their hours of operation. Studies have shown that one or two well-maintained and -operated public restrooms are much more successful than several smaller, unstaffed facilities along public beaches.

- A police substation, in a visible, easily accessible location.
- Food concessions that are attractively designed and serve as an example of the level of quality the city would like all public beach facilities to attain.
- Lifeguard facilities.
- Locker facilities.
- Recreational concessions that sell or rent bikes, roller blades, beach umbrellas and chairs, environmentally friendly jet skis, kayaks, rafts, kites, surfboards, paragliding, diving, and other recreational services and merchandise.

The investment in these facilities should set quality standards that will make the Fort Lauderdale beach competitive with and more attractive than the many other beach cities along A1A. Tourists and visitors have many choices along the coast, and this particular beach already enjoys an outstanding reputation and great name recognition.

4. A Public Market

People all over the world are rediscovering the charm of public markets. Strolling and walking through exciting public spaces, sitting, eating, people watching, and shopping combine many of the interests of residents and tourists alike. Outstanding ocean views and the exciting grand scale of the marina at the Bahia Mar Yachting Center could create an outstanding venue for a public market. Many communities are looking at either relocating or reintroducing public markets as a way to attract and encourage visitors and add to the general livability of an area. This site is a natural for a public market.

Successful markets offer food and merchandise that are easily identifiable by the community. The panel sees an opportunity to enlarge and reorganize the existing fish market into a public market. This market could be accessed directly from the street and would be adjacent to several existing and proposed parking areas. The market could offer items related to the surf and to the beach culture. It also might include a combination of boats and stands selling seafood, mixed with small restaurants and stands offering produce, flowers,

sweets, beach floats and other beach products, and additional small items. Day visitors walking through the market on their way to the beach could purchase items they need for the day. They also could stop there on their way back to their cars and make additional purchases. Many visitors look for opportunities to extend their leisure time, and shopping for a few items to take home with them can be an important part of the leisure experience.

5. Las Olas Park/Oceanside Municipal Parking Lot

The intersection of A1A and the famous Las Olas Boulevard is the 100 percent, number-one corner in Central Beach. It is the entrance to both the beach and an internationally known shopping destination within the Downtown RAC. The history of this site began with the demolition of the Holiday Inn in late 1992. Surface parking—the Oceanside Municipal Parking Lot—currently occupies the three-acre site, and the city has restricted development on the property to public space and parking. The panel concurs with this decision and believes that the property must be maintained and preserved as an open space with active entertainment uses.

The redevelopment of this property is essential if Central Beach is to become a high-quality destination resort community. The panel recommends that it be transformed into an exciting, active community open space known as Las Olas Park, which could include a beautifully designed plaza and parking facility. Development should be focused on the northwest and southwest corners of the intersection. In addition to being a prime corner with an outstanding address, this is an important view corridor.

The panel envisions Las Olas Park as an active plaza with water features, a small performing arts stage, and lawn areas, plus adjacent parking. The panel believes that, if feasible, parking should be accommodated below the park. If this is not feasible, these uses should be separated, with an attractive parking facility adjoining the plaza.

An interactive water feature would be a welcome place for children to enjoy safe water play. This feature could be designed in such a way that it could be used as a small performing arts stage

Streetscape improvements along the beach side of A1A include the widened paved promenade with the wave wall, streetlights, and palm trees that have become symbolic of the Fort Lauderdale beaches.



A typical view of the piers seen all along the Intra-coastal Waterway.



when the water is turned off. The stage would be programmed for family entertainment with music and artist events. Lawn areas for sitting, enjoying the sun, and people watching also could feature small tents for artistic activities and related events.

The panel's vision for this park is a small, intimate space and an active location for families designed to further the resort community feel of the beach. As the city did so successfully with the beach plan, the public sector must take the lead in developing a high-quality open-space plaza to set the tone for

additional development. To further support additional activity at this intersection, the beachside promenade should be expanded to accommodate the anticipated increased pedestrian activity.

6. Palazzo Las Olas

This proposed project is to be located at Las Olas Boulevard and the Intracoastal Waterway, another prime intersection and gateway to the barrier island. The development has been designed with building heights lower than the maximum allowed under code, but the bulk of the proposed buildings is nevertheless massive. The panel believes that varying the building heights, while maintaining approved floor areas, could result in a more attractive built environment. The panel recommends abandoning plans for major public parking at the Palazzo Las Olas project and placing some parking at alternative locations closer to the beach.

7. The A1A Resort Promenade

This promenade would include the public walkways and building facades along A1A within the Beach Entertainment District. The panel recommends that the city focus on developing a promenade along the storefront side of A1A, between its southern and northern "Y" intersections with Seabreeze Boulevard. Several years ago, the city did a commendable job of creating a beach promenade along the ocean side of A1A with special pavers and the iconic, meandering beach wave wall. If the city wants to become a top-quality resort destination, it now must give the same type of attention to the storefront side of A1A. If the street face is left to future developers, new resort hotels built along A1A likely will tend to maximize their inward focus, rather than address the broader neighborhood goal of improving the streetscape.

The panel recommends that the storefront side of A1A incorporate some of the following features. The city should:

- Create design guidelines for all hardscape that meets the street. These guidelines should conform to the thematic style that fits the proposed Beach Entertainment District's conceptual plan.
- Encourage restaurant and retail uses within new or redeveloped resorts along A1A, in a

manner that will help create pedestrian interest on the promenade. The goal should be to produce a great strolling experience.

- Promote the placement of seasonal carts/kiosks operated by various concessions on the walkway, to further heighten the visitor experience along the promenade.

8. A Mid-Beach Garage

The panel recommends that a low-rise public parking facility be located at the Alhambra-Sebastian Block and Municipal Parking Lot along Birch Road. This structure should be designed to blend in with the surrounding neighborhood. The use of green plants on its upper levels could soften the hard edge that such facilities typically present to the street. A good example is the public parking garage built in Miami Beach's South Beach area, which is barely apparent to passersby. The panel believes that a properly designed parking structure could blend in with the neighboring buildings and still provide a major asset in terms of convenience for visitors and beachgoers alike.

9. The Water Taxi

The water taxi is the most novel way to get around in Fort Lauderdale. It is an important asset and provides transportation along the Intracoastal Waterway and the New River. The stops provide quick and efficient access to high-quality shopping venues like the Galleria, neighborhoods, historic attractions, hotels, and the beach.

Fort Lauderdale's water taxis are clean and attractive. If they are well publicized, they could become an alternative source of transportation connecting additional areas and attractions. (See the proposed traffic and parking plan on page 33.) The panel suggests making the stops more attractive by redesigning signage and adding lighting. It also suggests that local hotels should actively advertise this alternative mode of transportation.

The boat ride itself is an attraction. It offers an intimate look at the residential and commercial enclaves surrounding the study area. Throughout the day, it presents dramatic views of the city; in the evening, riders can enjoy romantic views of homes and the yachts docked at private piers and marinas along the Intracoastal Waterway and the

New River. The city has ordered new water taxis that will include some environmentally friendly features and will shorten the trip time between stops to improve access.

10. The North Beach Community District

The panel recommends that the North Beach Community District focus on neighborhood preservation, because many of its buildings are of historic and architectural interest. Adaptive use and new infill construction could help to increase the density of the neighborhood, thereby increasing residential and small-scale resort options while also protecting the current scale of development.

The panel suggests that the city focus its attention in this district and help to create a community with a unique beach character. The city could accomplish this by sponsoring a starter project in the district. With the right kind of sponsorship, North Beach could host a variety of initiatives, including adaptive use of existing structures, preservation, and new residential construction—with both higher-density stacked flats and row-houses/ townhouses. A public square could be developed at the core of the community to provide a central gathering space. Other neighborhood-scale parks and green spaces could be created on some infill sites. A low-impact parking facility in the district could serve beachgoers and shoppers. Neighborhood convenience stores serving limited food and beverages also might be appropriate.

The city can sponsor the emergence of a true neighborhood in this area by playing a guiding role in the preparation of an area plan, encouraging preferred projects, and intervening with public improvements. Some of the concepts already under study by the city—including parking solutions and traffic calming—should be pursued within the framework of this desired neighborhood plan.

11. The Bonnet House Connection

The city should consider ways to better connect this historic facility—and major community asset—with its neighbors. At present, it is simply a barrier that isolates the Sunrise Lane District from the rest of Central Beach. At the very least, improved access to the Bonnet House and better

signage could help connect it to its surroundings and increase its visibility.

12. The Sunrise Lane District

This is a special neighborhood. It is an authentic place, with a pedestrian scale common to many beach communities. The panel understands that changes here—such as the adaptive use of existing buildings—are severely limited by the current lack of parking. It therefore supports the development of a public parking facility in this district, between Sunrise Lane and Breakers Avenue, to allow the neighborhood to evolve. This public parking facility would serve as a good intercept parking location for beach visitors, and therefore should be tied to an expanded community transit program. The panel hopes that this district can retain its unique beach orientation and heritage, perhaps with some upgrading, but without losing its sense of place.

13. Hugh Taylor Birch State Park

The city should take action to knit the state park located north of Sunrise Boulevard (beyond the boundaries of the study area) with the surrounding community. It is one of the city's major assets and a positive attribute that is located directly across from the beach. Together with the Bonnet House, it could be used to add an ecotourism component to Central Beach. The city could begin by introducing seasonal park programs.

14. The Public Beach

The public beach is *the* amenity and attraction for Fort Lauderdale. In 1986, with a voter-approved general obligation bond, the city made the wise decision to make a tremendous investment in the redesign of the beach, beginning with the construction of the wave wall as a symbol for the Fort Lauderdale beaches.

The essential ingredient, of course, is a healthy beach. Many beach communities regularly undertake beach renourishment efforts. Several have chosen to make impressive investments in enlarging and restoring their beaches. In the mid 1990s, for example, Miami Beach invested in a renourishment program that served as a catalyst for the continued redevelopment of South Beach.

Fort Lauderdale should consider the enormous impact of such an investment and its effect on revitalization. The panel encourages the city to maintain its vigilant review of the width of the entire beach and to continue to protect this most important asset. Another protective device—the planting of sea oats along the beach required by the state to protect existing dunes—is a safeguard that will protect the beach over the long term. The city should continue this process as one way of protecting its investment.

In summation, the panel hopes that the city will pursue development of the catalyst projects identified above, which encompass new development, architectural preservation, adaptive use, and pedestrian, transportation, and parking improvements. With the community's attention focused on revitalizing Central Beach within the proposed thematic planning districts, the panel believes these projects will lead the way to the successful redevelopment of a resort community with a beach lifestyle. Great projects lead communities.

Implementation

The city of Fort Lauderdale and its stakeholders need a clear, more uniform definition of the portion of the barrier island programmed to encourage the mix of uses and recreational amenities that will attract both local families and tourists. The panel proposes that Central Beach be that area and that it be defined as the area between the Atlantic Ocean and the Intracoastal Waterway, extending from Sunrise Boulevard on the north to just north of Harbor Drive on the south.

A second term that needs to be more clearly defined and uniformly used is “redevelopment.” The study area includes the 125-acre Central Beach Community Redevelopment Area (CRA), which is located within the larger, 425-acre Central Beach Regional Activity Center (RAC). Within the CRA, the city can use some additional powers and tools—including tax increment financing and powers of eminent domain—as development incentives. When the city uses these tools to actively encourage development, this can be described as redevelopment with a “big R.” Outside the CRA, where the city offers fewer incentives and thus plays a more limited role—using standard tools like zoning and infrastructure investment—its efforts can be described as redevelopment with a “little r.”

Recommended Strategy

The panel congratulates the city and many of the beach stakeholders for the progress they have made to date in enhancing the Fort Lauderdale beaches’ image and physical environment. Major investments in infrastructure—including transportation improvements—and the acquisition of a number of key parcels have set the stage for further development. While much already has been accomplished, the panel believes that the city still needs to take a number of actions to help realize the study area’s development potential and to im-

plement its vision for Central Beach. In addition to an update of the master plan (as discussed in the “Development Strategies” section), the panel recommends the actions outlined below.

Utilize Public Intervention Tools and Techniques

The panel believes that the city has taken too much of a “hands-off” approach to this key redevelopment area. Beachfront areas typically are more resource intensive than other parts of a community, but they also help define the community.

The city must market and promote the Central Beach area. A coordinated and concerted effort will be needed to promote the area through, for example, an expanded range of special events. The physical environment requires additional maintenance and security. Together with city resources, a business improvement district (BID) or an operational assessment district might be created to help fund these enhancements and to help determine an appropriate level of investment by the city. Involving and cultivating beach stakeholders in this effort also would strengthen the public/private partnership needed to stimulate redevelopment.

Additional site assemblage can help achieve the vision for the area. Although such efforts often are controversial, the city needs to have the political will and resources to use its power of eminent domain to remove blight on key sites if voluntary acquisition efforts to do so fail.

The city also should consider, on a case-by-case basis, the use of economic incentives—subsidies, tax holidays, loan guarantees, industrial development bonds (IDBs) or other bond programs, tax increment financing (TIF), and community development block grant (CDBG) funds—to stimulate development, especially for catalyst projects. The city can be both a source of funding and a tool to help capture private sector investment.



This view of the Intra-coastal Waterway shows the tropical vegetation typical of the area.

The city, as a service provider, should ensure that the Central Beach area receives expanded services. The city and Broward County should work together to provide transit service, parking facilities, parks and public open spaces, recreational venues, and other support services. Code enforcement and other programs that encourage property maintenance also should be a high priority in the area.

Define the Public Sector's Role in Private Development Projects

The city should be more involved with the study area as a whole. It needs to play a more active role in fostering private development. The existing tax structure offers the city no financial motivation to undertake this extra effort outside of the Central Beach CRA, because it gets no share of the hotel tax there, no situs sales tax (the discretionary income received from sales taxes collected in a particular area, which gives cities an incentive to promote the location of retail businesses within their boundaries). However, a successful beachfront area does create a tremendous economic multiplier effect, including job-creation and quality-of-life benefits as well as the increased potential to create a top-quality resort community. These factors should stimulate and reinforce the city's efforts to become more engaged and proactive in private development projects earmarked for Central Beach.

The panel suggests that the city track new development projects and regularly communicate with

and offer assistance to project proponents and/or developers. This will ensure that the city has timely market and project status information. It also will demonstrate the city's interest in the success of private sector development. For example, the city should directly contact the real estate investment trust that owns the Holiday Inn at A1A and Sunrise Boulevard to determine the status of development rights for additional parking on hotel property. The city should not rely on third-party sources for this information.

The city also can leverage its investment in infrastructure. Doing so will send a positive message to the equity and financial sources that are necessary to assist developers in advancing their projects. Such involvement also facilitates the city's own decision making in regard to determining its own efforts and activities.

Expand Funding and Staffing to Accomplish the Vision

While the Fort Lauderdale Community Redevelopment Agency has adopted a five-year funding plan, the resources it anticipates receiving are dependent upon approved but not yet constructed development. The agency is not a funding source for many of the efforts needed to further the vision for Central Beach. Its limited resources should be designated for catalyst projects as they materialize and to leverage other investment in the area.

In the Community Redevelopment Area (CRA), where incremental property tax revenues are generated, the Fort Lauderdale Community Redevelopment Agency can encourage development by utilizing the concept of a "developer advance." Since public agencies find it difficult to access traditional financial resources—such as bonds—with projected revenues from projects not yet in the ground, many communities partner with project developers to fund the gap. The project developer advances all public project costs, including the cost of land assemblage. Repayment of any gap or public commitment to the project comes from a share of future project-specific tax increment revenues if these revenues materialize.

Public funds and private redevelopment efforts will not be sufficient to complete the transforma-

tion and realize the vision for the beach. The city should consider making the beach a higher priority for other public financial resources. For example, perhaps the city should provide a portion of the financing for the Fort Lauderdale Aquatics Center from the city's general fund or a general obligation bond, rather than expecting it to be financed entirely by tax increment financing. The city also should explore the establishment of a parking authority, as the panel recommended earlier in this report, to further leverage parking revenues. In addition, the city could pursue an increase in the hotel occupancy tax and designate the increased revenues for Central Beach.

The city of Fort Lauderdale and the Fort Lauderdale Community Redevelopment Agency should facilitate development on city-owned sites in the study area through patient investment. They should defer public returns until later, according to a participation formula. The city also should pursue all available state and federal grant opportunities to fund infrastructure, recreation, and other capital improvements in the study area. One sound approach to leveraging limited financial resources is to invest city resources in design, working drawings, and entitlements for projects. This allows the city to be more competitive when seeking grants and providing local matching funds. The object is to have projects ready to go as grant opportunities arise.

Modify City Organization and Staffing

The 1988 ULI panel recommended the establishment of a beach redevelopment authority. This recommendation has not been implemented. Although the focus of the earlier study was the 33-acre Beach Redevelopment Area, the continued evolution of Central Beach has reinforced the need for a champion for the beach within the city organization (as opposed to an independent redevelopment authority). The city has not dedicated sufficient resources to effectively achieve the vision for the area. Resources currently earmarked for the beach are diffused. Central Beach interests do not appear to have adequate political support. The city also appears to need additional professional (zoning, engineering, and planning) staff to move forward with a plan for the area. Thus there is no champion, funds and staff are insufficient,

and the overall coordination necessary to implement a plan is lacking.

Downtown Fort Lauderdale has demonstrated how a community can transform a once undesirable area into a vibrant and active urban center. This was accomplished, in part, by dedicating resources specifically to downtown redevelopment. The panel suggests a similar focus for the beach, led by a champion who would direct public redevelopment activities and support private development throughout Central Beach. The beach champion also would take the lead in a high-profile effort to communicate the community-ratified vision for the study area.

This champion must be a high-level professional manager with the necessary political backing, organizational skills, and clear mandate to spur redevelopment. Adequate staff or outside contracted professional support (for design, legal, engineering, and other services), along with an ability to approve and expedite building permits, ground leases, change orders, and so forth—and to encourage development—would add the momentum needed to create the resort community. The mayor and city commissioners need to express—consistently and publicly—their commitment to and support for beach redevelopment.

Foster Private Sector Involvement and Compromise

The development community is often seen as the enemy by citizen groups, concerned public officials and—all too often—public zoning and design professionals. This environment of conflict is fostered by uncertainty about design, zoning, and land use restrictions.

During the master plan update, citizens and design professionals should register their concerns about such contentious issues as density, building height, view restrictions, traffic, parking, and economic constraints. Professional planners employed as part of the master plan process must take these considerations into account by weighing workable compromises to produce a plan that will be acceptable to all concerned parties. A workable master plan must be based on the realization that conflict between citizens and developers is inherent but compromise is possible. One healthy basis for com-

promise consists of the recognition that while a project's density affects its economics, tall buildings restrict views and cast unwanted shadows.

The public sector should accept the fact that compromise will never fully appease citizen anxiety concerning land development. Yet public officials can defuse some of the opposition to development by providing convenient and easily accessible parking, improved traffic flow, and expanded recreational opportunities. Citizens' more emotionally based concerns—about views, aesthetics, and “that memory of the beach as it was”—will be more difficult to address.

Connecting the Vision with Results

The implementation process needs to support the goals and objectives put forth in an updated master plan for the beach. A “disconnect” currently is hindering progress in spite of the public investment made in streetscapes, parking, and other public improvements.

A mandate that has been publicly confirmed in enough detail by the highest level of public officials will empower the staff responsible for the zoning, design, and approval processes to encourage development. Vague promises of support and lukewarm assurances of change, coupled with the continued acceptance of structural impediments in city development documents and regulations, will negate the effect of public sector investment and discourage private investment. Changing working documents to reflect the compromises reached in the master plan process can establish a mandate for redevelopment.

Redevelopment of the Fort Lauderdale beach must connect the business of real estate development with the process of government regulation. Continuing the present disconnect will lead to a waste of public funds, result in futile efforts by professional developers, and spoil the goodwill of the citizens of Fort Lauderdale.

The Financial Environment

The implementation of any successful redevelopment plan ultimately depends on the financial viability of all parts of the plan. Whether funds come from private or public resources, land must be ac-

quired, buildings constructed, rents paid, or housing units sold. Hotels, restaurants, and retail businesses must attract paying customers to remain viable. In a resort community, visitors as well as residents benefit from a thriving business community. The public sector must be able to depend on taxes, fees, and levies to continuously provide services and improvements. The financial linkage cannot be disconnected for long.

The panel has emphasized the necessity for the public sector to supply infrastructure and services to enable redevelopment to continue. Funding is in place or can be designated. The city also must address private sector development fundamentals.

The availability of developable land, properly located and assembled, will guide or influence development of the study area. Financially sound land assemblage depends on “spreading” land and development costs over a building area that can be leased or sold. In general—within reason—the greater the building density, the more the land and development costs can be spread. Most often, this density—and cost spreading—are created by developing taller buildings. Yet increased building heights often are in conflict with the scale of a neighborhood, since taller, denser buildings can block views and require additional public facilities such as roads and parking. In addition, land prices often escalate in response to perceived increases in market value attributable to allowing for increased density or potential rezoning to more financially rewarding uses. The lack of certainty about land uses creates these self-inflating pressures.

The panel reiterates its belief that the city must establish and adhere to a clear and comprehensive development master plan with clearly stated zoning and building requirements. This will alleviate a great deal of the pressure on land values. Restrictions on land uses and density, however, must be established in the context of balancing financial fundamentals and neighborhood compatibility. The panel encourages the city to employ outside design professionals to help establish building density, height, and locational restrictions in conjunction with the plan.

Recommended Time Line for Redevelopment Initiatives

	Year One	Year Two	Year Three	Year Four	Year Five
Organizational Actions					
Modify city organization and staff	■				
Identify/empower beach “champion”	■				
Dedicate additional staff resources	■				
Master Plan Update					
Establish community workshop process:					
Hire independent market/design consultant	■	■	■		
Involve concerned citizens	■	■			
Issue consultant’s report	■	■			
Revise zoning, design, approval process	■	■			
Complete Public Initiatives					
Provide new signage	■	■			
Complete street improvements	■	■	■	■	■
Address parking issues:					
Establish parking authority	■	■			
Assess parking needs	■	■			
Acquire property	■	■	■	■	
Construct new facilities	■	■	■	■	
Expand parks and open spaces	■	■			
Undertake catalyst projects:					
Beach promenade	■	■			
Beach facilities	■	■			
Las Olas Park	■	■			
Core area parking	■	■			
Public market	■	■			
Guide Approved/Future Private Projects					
Hotel development	■	■	■	■	■
Mixed-use development	■	■	■	■	■
High-density condo and rental housing	■	■	■	■	■
Retail development		■	■	■	■

The financial viability of a real estate project often depends on the developer's ability to provide enough equity—or a combination of debt and equity—to develop the project. Developers rarely have the luxury of enough equity to fund 100 percent of their development costs.

The current economic climate certainly presents a substantial challenge for developers attempting to raise either debt or equity for most types of projects. The redevelopment of Central Beach should be viewed beyond the current economic cycle, but within the constraints of the history of the real estate industry. Perceived risk generally demands returns commensurate with those risks. Financiers and investors traditionally have ranked all three of Central Beach's major property types—resort hotels, resort condominiums, and resort retail—as high-risk projects. Since 9/11, resort hotel and retail developments have suffered because fewer people have been vacationing. Resort condominiums, however, are a more secure investment, because they generally are presold with substantial contract deposits. Developers can use these presales to underwrite both equity and debt financing, and to lower perceived risk. Risk management is, obviously, a crucial component of new development.

Resort hotel and retail development still are viewed as increasingly risky. A more stable economy and a return to a more peaceful international environment certainly would reduce perceived risk. However, it would be unwise to rely on a return to economic certainty and stable political conditions as a basis for redevelopment efforts.

Combining the greater certainty of residential condominiums with hotels reduces reliance on the hotel component of the financial equation. The 75 percent hotel and 25 percent residential condo-

minium split established within other Florida markets would stimulate construction of the Central Beach hotel projects that currently are stalled because of the difficulty of obtaining financing for all-hotel projects.

Resort retail development provides an amenity for both hotels and residential condominiums. In turn, retail—whether restaurants, shops, or services—relies to a great extent on the traffic generated by hotels and residences. The city would be wise to offer incentives for the inclusion of some retail space in hotel and residential condominium structures, as long as its location is feasible and conforms to the master plan. That incentive could take the form of increased density, property tax incentives, or other inducements.

Finally, any efforts and initiatives to shorten the development approval and permitting time will reduce risks and costs. A more efficient timetable will decrease costs, and required debt and equity returns will enhance the ability of the development community to meet the master plan goals and timetables. Fostering the image of Fort Lauderdale Beach as a stable and reasonable development environment will have the added advantage of bringing in more qualified and professional developers and operators. Quality begets quality.

Time Line for Redevelopment

The panel recommends a time line for moving ahead with redevelopment. Most activities could begin immediately and should be completed over the next five years. The panel has grouped the actions to be taken according to major initiatives. The recommended time line for development on the preceding page shows the panel's recommendations as to when each activity should be implemented.

Conclusions

The Fort Lauderdale community can be mobilized to enhance the quality of Central Beach's resort and residential environment. Strong leadership throughout the planning phase will enable reasonable compromise and result in a workable, equitable, and financially responsible redevelopment environment.

The panel believes that a champion for the beach is needed to stimulate interest and support among public officials, the development community and residents of Central Beach. Each thematic district within the study area should be revitalized according to its unique characteristics. The panel has described these districts as generalized planning areas.

The Marina District is defined by the Bahia Mar property and what is to become the Fort Lauderdale Aquatics Center, together with the surrounding marinas that host the Fort Lauderdale International Boat Show. Redevelopment proposals have been prepared for a significant expansion of the Bahia Mar property. Proposed development would bring additional conference attendees and convention goers to the area. Street-level retail along portions of A1A would revitalize the streetscape and help to define the southern gateway of Central Beach.

The Beach Entertainment District is centered on Las Olas Boulevard. Redevelopment in this area should complement—not compete with—retail development on Las Olas west of the Intracoastal Waterway. This area should be redeveloped for public use, to serve an expanded resort and residential population. It must become an active entertainment enclave with, perhaps, a performing arts stage at its core, an expanded promenade, and a range of public beach facilities. The approved mixed-use Palazzo Las Olas project at Las Olas and the Intracoastal Waterway falls within this planning area.

The Mid-Beach District is a transition zone between the highly active entertainment area to its south and the more modestly scaled residential area to its north. This district is an appropriate location for additional hotel development across from the ocean and for residential uses along the Intracoastal Waterway. The beach would begin to serve more family-oriented users in this area.

The North Beach Community District is located farther north along A1A. Its boundary extends as far north as the historic Bonnet House. This district contains a unique blend of low-rise, architecturally significant buildings that form a cohesive neighborhood. The panel recommends that a public square be built at its center. The primary land use in this district is residential, although some buildings recently have been converted to B&Bs, and small guesthouses also can be found scattered among the housing. Some demolition has occurred for redevelopment. New high-rise buildings affect the character of the neighborhood. The panel believes that the scale of this neighborhood should be protected from further high-rise development.

The Sunrise Lane District, which lies between the Bonnet House and Sunrise Boulevard, is the fifth thematic district and the northern gateway for Central Beach. Its redevelopment potential is limited by a lack of parking. It contains a mix of hotel, retail, and residential uses, which are physically isolated from the beach area to its south. A parking facility in this district could serve both existing businesses and beachgoers.

All five districts are defined by their proximity to one another and their location across from one of the few stretches of public oceanfront beaches in this part of south Florida.

In terms of parking and transportation improvements, the panel recommends scattered low-rise parking facilities in six locations within Central Beach, the establishment of a parking authority to

program and operate these facilities, and a reconfiguration of the community's main streets. The panel suggests a street network with a "four-plus-two," two-way scheme consisting of two lanes of traffic along A1A and four lanes along Seabreeze Boulevard, as well as a redesigned and narrower Birch Road.

These improvements should be included in an updated master plan designed to stimulate development of "a resort community with a beach lifestyle" that will be enjoyed by tourists, visitors, and residents alike. Public and private interests should join forces to grasp the redevelopment potential of Central Beach and, in this way, help guide its future.

About the Panel

William H. Hudnut III

Panel Chair
Washington, D.C.

Former four-term mayor of Indianapolis and congressman, author, public speaker, television commentator, think tank fellow, and clergyman, Hudnut currently occupies the ULI Foundation/Joseph C. Canizaro Chair for Public Policy at the Urban Land Institute, a nonprofit, Washington, D.C.-based organization dedicated to promoting high-quality land use and influencing public policy through research and education.

Hudnut is probably best known for his 16-year tenure as mayor of Indianapolis (from 1976 through 1991), where his goal was to build a “cooperative, compassionate, and competitive” city. Hudnut spearheaded the formation of a public/private partnership that led to Indianapolis’s emergence during the 1980s as a major American city. A past president of the National League of Cities and the Indiana Association of Cities and Towns, Hudnut helped Indianapolis record spectacular growth during his time in office.

As a congressman, Hudnut sponsored 17 bills that became public law. He currently serves as vice mayor of Chevy Chase, Maryland, and is a member of the board of the National League of Cities. He was a member of the Millennial Housing Commission appointed by Congress during 2001 and 2002. Prior to his entry into public life, as a clergyman he served churches in Buffalo, New York; Annapolis, Maryland; and Indianapolis. After stepping down as mayor, Hudnut held posts at the Kennedy School of Government at Harvard University, the Hudson Institute in Indianapolis, and the Civic Federation in Chicago, before assuming his current position with ULI in 1996.

A much sought-after speaker, Hudnut also is the author of *Minister Mayor* (1987), a book reflecting

on his experience in politics and religion; *The Hudnut Years in Indianapolis, 1976–1991* (1995), a case study in urban management and leadership; and *Cities on the Rebound* (1998), an analysis of clues to the successful city of the future.

Hudnut is the recipient of many awards, including Princeton University’s highest alumni honor, the Woodrow Wilson Award for public service (1986); *City and State* magazine’s “Nation’s Outstanding Mayor of 1988;” the Rosa Parks Award from the American Association for Affirmative Action (1992); and the Distinguished Public Service Award from the Indiana Association of Cities and Towns (1985). He graduated from Princeton University with high honors and is a member of Phi Beta Kappa. Hudnut also graduated *summa cum laude* from Union Theological Seminary in New York City and has received honorary degrees from 12 colleges and universities.

David C. Biggs

Huntington Beach, California

Biggs currently serves as the economic development director for the city of Huntington Beach. Prior to coming to Huntington Beach in 1995, Biggs was employed by the city of Morgan Hill for five years, for two years as director of economic development and three years as city manager. Before that, Biggs spent two and a half years working overseas for an industrial development agency of the state of South Australia. He was the downtown development project manager for the city of Long Beach for nearly four years, and worked in a variety of economic development and redevelopment roles for the city of Santa Ana for four years.

Biggs attended California State University at Fullerton, where he received his BA in political science. He is a graduate of the MBA program at the University of California at Irvine, and also completed

a certificate program in continuous improvement and quality management with the University of California at Santa Cruz extension program.

An active member of the California Association for Local Economic Development, Biggs is chairman-elect of the board of the California Redevelopment Association. He also is an active member of the International Council of Shopping Centers, the International City/County Management Association, the West Orange County Cities Association, and the Urban Land Institute. Biggs serves on the advisory board for the program in real estate at the Graduate School of Management at the University of California at Irvine.

Donald J. Bredberg

Burbank, California

Bredberg is chief executive officer of Adventure Studios, Inc. (ASI), a company that specializes in projects and products for the leisure industry. Bredberg has more than 20 years of hands-on experience working worldwide in the real estate, entertainment, leisure, and recreation industries. His focus is conceiving and delivering great guest experiences, whether in retail facilities, town centers, destination resorts, theatrical events, themed attractions, or restaurant venues. ASI provides business-to-business advisory and design support to third-party projects, operates facilities under contract, and now develops its own projects.

Prior to forming ASI, Bredberg was vice president of location-based entertainment for Universal Studios Recreation Group, where he led new product development efforts for next-generation CityWalk projects, as well as the creation of new Universal Studios-branded venues. As executive producer, he received the 1998 Worldfest Gold Award for New Media at the Flagstaff International Film Festival for multimedia shows he created at Universal Studios.

Before joining Universal Studios, Bredberg was vice president of real estate and hotels for the recreation and real estate portfolio of the Al-Ibrahim family of Riyadh, Saudi Arabia. Over a

five-year period, he formed an operating and development group that completed and/or renovated projects such as the Ritz-Carlton Aspen, Falcon's Fire Golf Club, Woodfield Corporate Center, and Banning-Lewis Ranch. The group also planned new commercial and resort hotels, office space, golf course and marina holdings, retail space, entertainment complexes, major landholdings, and residential projects.

Earlier in his career, Bredberg was a vice president and principal with Phillips Brandt Reddick in Irvine, California, and head of portfolio strategic financial planning for the Irvine Company.

Bredberg is a member of the Urban Land Institute and the International Council of Shopping Centers. He was a founding member of the Hotel Asset Managers Association and has served as president of the board of directors of the Orange County Mental Health Association. Bredberg received a bachelor's of business administration degree and was a W.S. Kies Scholar at the University of Wisconsin in Madison.

Michael R. (Mike) Buchanan

Atlanta, Georgia

At the time of his retirement, Buchanan was managing director of Bank of America Real Estate Banking Group in Atlanta, Georgia, where he was responsible for homebuilder and commercial real estate banking nationwide. Buchanan spent 30 years with Bank of America and its predecessor banks, where he was involved in all phases of real estate banking.

Buchanan is a graduate of the University of Kentucky, the Harvard Program for Management Development, and the Stonier School of Banking. He is a member and newly appointed trustee of the Urban Land Institute, and serves as development vice chair of the Institute's Suburban Office Council. He is an active member of the Real Estate Roundtable and its Real Estate Capital Policy Advisory Committee. He also has served as a trustee and a member of the executive committee of the Georgia Conservancy, and as a member of the Nature Conservancy's real estate advisory board.

Barbara Faga

Atlanta, Georgia

Faga is chair of the board of EDAW, an environmental, economic, planning, and design firm with more than 750 employees worldwide. A planner and landscape architect, Faga has more than 25 years of experience emphasizing downtown plans, master planning, site planning, construction, and recreation planning.

She has served as a board member of several public/private boards and retail associations, facilitated numerous public meetings, and been an expert witness in planning and zoning issues. Faga frequently speaks on urban issues to professional associations, public agencies, and universities.

Faga received her bachelor of science in landscape architecture from Michigan State University and also attended the Georgia Institute of Technology in Atlanta, Georgia.

Marshall Kramer

Elgin, Illinois

Kramer is responsible for Walker Parking Consultants's national marketing program, coordinating this effort among the firm's 15 offices and their project staffs. Walker specializes in all phases of parking studies, revenue control analysis, and the engineering and design of parking facilities and concrete restoration. Kramer also has served as executive vice president of a firm specializing in the development and operation of housing for seniors throughout the United States.

A graduate of the University of Oklahoma with a major in business/marketing, Kramer is an active member of various professional development organizations. He has been a guest speaker at numerous conventions and meetings, including those of the International Council of Shopping Centers, the Urban Land Institute, the National Association of Industrial and Office Parks, the International Association of Amusement Parks and Attractions, and the Themed Entertainment Association.

W. Thomas Lavash

Washington, D.C.

Lavash joined Economics Research Associates in 1994. He brings to public and private clients 16 years of experience in real estate and economic development consulting. Lavash directs market, financial feasibility, and cost/benefit studies; revitalization strategies for downtown, waterfront, and commercial districts; repositioning studies for underperforming assets; and valuations. In 1996, he provided market support for retail and office uses and created a long-term development strategy for a 70-acre commercial town center as part of Westchase, a 1,000-acre planned community on Tampa's West Shore.

From 1992 to 1994, Lavash completed more than 40 valuations of properties throughout the Northeast Corridor with the Washington, D.C., office of RCDH. He appraised multifamily apartment properties, office buildings, and retail centers for NationsBank, Wells Fargo Realty, AMRESKO, and others. Lavash also advised on acquisition and disposition strategies and property operations. From 1986 to 1991, he completed 65 market assessments of residential, commercial, and industrial projects nationwide for Halcyon, Ltd.

Lavash is active in neighborhood beautification and revitalization efforts in Washington, D.C., is a member of the Urban Land Institute, and is listed in *Who's Who in the East*. He holds a master of city planning degree from the University of Pennsylvania with a certificate in real estate development from its Wharton School of Business, and a bachelor of arts in urban studies, *cum laude*, from the University of Massachusetts at Dartmouth.

David Malmuth

San Diego, California

Malmuth is the managing partner of Malmuth Ventures, LLC, a real estate services firm focused on developing urban mixed-use projects. Prior to the recent formation of this firm, he was a managing director at Saybrook Capital, LLC, a specialty investment bank with expertise in real estate and tax exempt finance, advisory services, and fund

management. At Saybrook, Malmuth provided development consulting services on retail, entertainment, and hospitality projects. Over the last 15 years, he has directed the development of more than \$1 billion in high-profile projects from concept to completion.

Prior to joining Saybrook in 2002, Malmuth was senior vice president at TrizecHahn Development Corporation. During his tenure there, he was the key project executive on Hollywood & Highland, a \$615 million retail, entertainment, and hotel complex that contains the 3,500-seat Kodak Theatre (the new home of the Academy Awards ceremony) as well as fashion retail, restaurants, a sixplex addition to the adjacent Grauman's Chinese Theatre, and a 640-key hotel. During this same period, he initiated the development effort on Paseo Colorado, a \$200 million "urban village" with 400 apartments (developed by Post Properties), a supermarket and other retail space, and a health club and spa located in Pasadena, California.

Before joining TrizecHahn, Malmuth was vice president/general manager at Disney Development Company–West. During his nine years with the Walt Disney Company, Malmuth managed the development of over \$200 million in projects, ranging from a child-care center to a 300,000-square-foot administrative headquarters for Disneyland. His most notable buildings included Disney Ice, a \$13 million community ice skating center designed by Frank Gehry, and the Feature Animation Building, a \$56 million office/production facility designed by Robert Stern. Between 1993 and 1996, Malmuth spearheaded Disney's renovation of the New Amsterdam Theater in New York and the highly successful development of additional retail/entertainment business on New York's famed 42nd Street.

Prior to joining the Walt Disney Company in 1988, Malmuth was a vice president at McCarthy Building Companies, where he was responsible for the startup of the firm's Newport Beach, California, office beginning in 1984. Upon his departure, McCarthy had established itself as an important Southern California contractor with over \$150 million in annual billings.

Mark Papa

Washington, D.C.

Papa's experience is in architecture, urban design, and planning. His project experience includes urban entertainment, retail, and mixed-use projects; parks and recreation facilities; waterfronts; and downtown revitalization, transportation, and large-scale residential developments and land plans. As vice president at Lee Associates, he directed facilities planning and urban design work for the Dulles Corridor Rapid Transit Project, the proposed extension of Washington, D.C.'s Metrorail system to Dulles Airport and Loudoun County, Virginia. He has managed the transit-oriented development site-planning effort for all Metrorail station areas in Fairfax and Loudoun counties. In addition, Papa has completed conceptual design studies for the expansion of existing Metrorail stations in the District of Columbia and Virginia and is working on the new National Harbor and South Alexandria stations for the proposed Purple Line. He recently completed a master plan for a site on the Elizabeth River in Norfolk, Virginia, that will include in its first phase a seniors' housing project, a riverwalk, and the Martin Luther King Center, a community outreach and training facility.

Prior to joining Lee Associates (then known as Lee & Liu), Papa was director of urban design for the Washington, D.C., office of Ehrenkrantz Eckstut & Kuhn Architects. In this capacity, he completed numerous urban design assignments in New York, New Jersey, Florida, North Carolina, and Washington, D.C. His preliminary concept plan for the Anacostia River led to a joint federal/city initiative to plan the entire waterfront, an effort that in turn led to the ongoing Anacostia Riverfront Initiative project. His work on the Hudson River waterfront led to the revitalization of Wakeeughan Cove in Hoboken, New Jersey, and the construction of the Goldman Sachs World Headquarters in Jersey City. His entertainment/retail projects include the Hoboken Waterfront, the CN Tower in Toronto, the Myrtle Beach downtown entertainment district, an urban design plan and design guidelines for Coconut Grove, and a retail/arts pavilion addition to the GM Building on Fifth Avenue in New York City.

Papa also was a partner in MRA Associates, a firm that engaged in development planning for cities and private developers across the United States. While with Molinaro Associates, he was responsible for the master plan of a 700-square-mile island off the southern coast of South Korea for the Daweo Corporation. His work with Native American tribes in South Dakota, North Dakota, North Carolina, New York, and Oklahoma led to major economic development projects on reservations in each state. He also was the project manager and designer for the Houston Street arts and entertainment district in San Antonio, Texas, which led to a complete redevelopment of that historic retail street.

As an architect with the American City Corporation (a subsidiary of the Rouse Company), Papa worked on downtown revitalization projects in more than 30 cities in the United States, Canada, and Great Britain. His projects included the Atlanta Underground; the Oakland waterfront; the New Brunswick, New Jersey, downtown redevelopment plan; the redevelopment of England's Chatham Naval Base; and a master plan for the Ambassador hotel in Los Angeles.

Papa received a bachelor's degree in architecture from Catholic University and a master's degree in urban design from Columbia University.

Thomas J. Storrs

Washington, D.C.

A design principal at HNTB Corporation, Storrs has 20 years experience in large-scale corporate and commercial projects worldwide. His projects include corporate headquarters, speculative office buildings, urban and suburban mixed-use projects, and retail projects. Storrs also has experience in the renovation and repositioning of corporate and commercial facilities. At HNTB, Storrs is responsible for overall project design and management.

Before joining HNTB, Storrs's design experience included hotels, corporate headquarters and office buildings, urban redevelopment town centers, mixed-use centers, and retail establishments. He

has a master of architecture degree with honors from the University of Minnesota and a bachelor of arts degree in economics and fine arts from Middlebury College.

F. Ross Tilghman

Seattle, Washington

Tilghman is a principal of TDA, Inc. He operated the firm's Illinois office for ten years, prior to which he was a senior associate with TDA in Seattle. During the past 17 years, he has managed a variety of land use and transportation projects. Examples of his work include master planning for redevelopment districts, downtown revitalization, state capitol campuses, planned unit developments, recreation projects, and mixed-use projects in Maryland, Indiana, Illinois, Iowa, Wisconsin, Missouri, Pennsylvania, Colorado, California, Florida, Hawaii, Minnesota, Louisiana, Texas, and Washington.

Tilghman has worked on projects involving parking and circulation plan development, market/feasibility analysis, historic preservation planning, recreational and special event development, and a variety of environmental impact analyses for office, retail, industrial, and residential developments. He served for three years as executive director of the Galesburg Downtown Council, a business improvement district and Main Street program, where he oversaw downtown maintenance, facade improvements, parking, and upper-story redevelopment efforts in concert with Main Street redevelopment principles. He successfully authored a TEA-21 enhancement grant application for a \$1.9 million streetscape reconstruction project that is now being implemented.

Tilghman received an AB, *magna cum laude*, in history from Washington University in St. Louis and an MA in geography from the University of Washington, Seattle.

Appendix A: Sponsors and Cosponsors

Urban Land Institute Panel Advisory Study Sponsors

City of Fort Lauderdale and the Beach Redevelopment Advisory Board (BRAB)

Cosponsors

Challenge Grant Provider

Bahia Mar Yachting Center/Boca Resorts, Inc.

Hospitality Services Provider

Linda Gill, BRAB Member, for the Sheraton Yankee Trader Hotel

Sponsor's Reception Host

Radisson Bahia Mar Beach Resort

Sponsor's Dinner Host

Bryan Morley for Riverside Hotel

Panel Tour and Transportation Provider

Jody Perez for Trolley Enterprises

Panel Lunch Host

John Amodeo, BRAB Chairman, for Pastabilities

Cash Contributors in Addition to Challenge Grant Provider

Hyatt Regency Pier 66/Boca Resorts Inc.

Kaye Pearson for Show Management, Inc., and Yachting Promotions, Inc.

Jerome C. Faber for Jungle Queen, Inc.

AutoNation

Susan Delegal and Gerald Knight for Holland & Knight LLP

Donald R. Hall and Courtney Callahan Crush for Gunster, Yoakley and Stewart

Steve Kruse for Best Western–Pelican Beach Resort

John Amodeo, BRAB Chairman, for Pastabilities, Margarita Café, Sloop John B., and Oasis Café on the Beach

Tim Schiavone for the World Famous Parrott Lounge on the Beach and North Beach Square Neighborhood Association

David Murray for Atlantic Beach Properties, Inc.

Colonial Development Group LLC

Ramola Motwani for the Merrimac Beach Resort Hotel

Richard Zipes for Las Olas River House

Bank of America

Ron Mastriana for Mastriana and Christianson, PA

Robert B. Lochrie III and Dennis D. Mele for Ruden, McClosky, Smith, Schuster & Russell, PA

Debbie Orshefsky for Greenberg Traurig, PA

George I. Platt and Steven K. Tilbrook for Shutts and Bowen, LLP

John Hart for Keith and Schnars

Doug Coolman for EDSA

Ina Lee, BRAB Member, for TravelHost of Fort Lauderdale

BeachPlace

Lauderdale Beach Hotel

Kindred Hospital

Mickey Markoff for Pro Series, Inc.

Michael J. Grimmé, BRAB Member, for Grimmé Holdings

Art Marr for Artmarine, Inc.

Celeste Allen for Certified Vacation Group, Inc.

John and Debra Myers for the First Union Methodist Church

William and Janet Mehner

Central Beach Alliance

Greater Fort Lauderdale Chamber of Commerce–Beach Council

Non-Cash, In-Kind Service Providers

Doug Coolman and Paul Kissinger for EDSA

John Hart and Andre Groenhoff for Keith and Schnars

Poole McKinley & Blosser

The Broward Alliance

Bob Beckoff for Water Taxi, Inc.

Appendix B: Public Officials

Fort Lauderdale City Commission

Jim Naugle, mayor/commissioner

Cindi Hutchinson, vice mayor/commissioner, District 4

Gloria Katz, commissioner, District 1

Tim Smith, commissioner, District 2

Carlton Moore, commissioner, District 3

Beach Redevelopment Advisory Board (BRAB)

John Amodeo, chairman

Shirley Smith, vice chairman

Pamela Adams

Linda Gill

Michael J. Grimmé

Eileen Helfer

Joanne Johnsen

Stephen Tilbrook

Floyd Johnson, City Manager

